4

GROWTH MANAGEMENT

4 GROWTH MANAGEMENT

Growth management is one of the primary concerns of Santa Fe residents. In fact, growth itself creates many of the problems cited by residents in the public survey including traffic congestion, uncertainty about water supply, questions about educational quality and facilities, and loss of open space. Growth management is addressed throughout this Plan by policies that direct the timing, location, character, and quality of new development.

Promoting infill development over development at the periphery of the city is a key component of growth management. Providing for a mix of housing densities and products is essential to promoting a balanced socioeconomic profile for all neighborhoods within the city. Infill development can be designed to be fully compatible and to integrate with surrounding neighborhoods, at densities that support the construction of affordable housing.

Growth management also involves providing an appropriate balance between residential growth and growth in employment opportunities. This is of particular concern in Santa Fe where the cost of housing has out-paced the income of many residents. The broad relationships between employment-based land and residential land supplies as they currently exist have been analyzed to assist in determining the mix of land uses that may be needed when planning and developing large tracts of vacant land. The existing jobs-per-dwelling ratio is 1.2 in the Urban Area and 1.0 jobs-per-dwelling in the entire region.

During public hearings for both the city and county general plan updates, citizens have repeatedly called for city/county cooperation in addressing growth management issues and have increasingly demanded a coordinated approach to regional planning. Experience across the country has demonstrated that meaningful growth management cannot be successful if attempted by one jurisdiction in isolation from neighboring jurisdictions.

Both the city and county general plan updates propose changes to the existing development patterns to decrease sprawl and create affordable housing serviced in a more cost-effective way by existing infrastructure. The city's policy of using infill to produce a more compact urban form and the county's policy of directing growth to new communities can not achieve what both intend unless there is collaboration between the two jurisdictions. Without city/county cooperation, these policies will simply mean more growth rather than directed growth.

The following themes and guiding policies apply to this chapter:

THEMES

- Quality of Life - Enhance the quality of life of the community and ensure provision of community services for residents.
- Transportation Alternatives - Reduce automobile dependence and dominance.
- Sustainable Growth - Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.
- Regional Perspective - Maintain a regional growth management perspective.

- Water - Undertake comprehensive efforts to conserve water and ensure adequate supplies with growth.
- Urban Form - Promote a compact urban form and encourage sensitive/compatible infill development.

GUIDING POLICIES

4-1 GROWTH MANAGEMENT METHODS

4-1-G-1 Recognize that managing growth will enhance the quality of life for Santa Feans.

4-1-G-2 Concentrate population at greater densities in developing areas with centrally located neighborhood centers to encourage pedestrian scale development, reduce auto dependence, and provide central transit nodes.

4-1-G-3 Use a full range of growth management methods to achieve a superior quality of life and to ensure a financially and environmentally sustainable community.

4-2 POPULATION GROWTH AND PROJECTIONS

4-2-G-1 Plan for a growing Urban Area and region based on projected increases in population, related increases of housing stock and corresponding resource requirements.

Planning projections should include the amount and demographic characteristics of population growth as well as the employment needs of all segments of that growth.

4-2-G-2 Monitor annual residential and commercial growth along with increased demands for public services and utilities.

4-3 GROWTH MANAGEMENT—THE REGION

4-3-G-1 Attain and exercise greater land use authority outside the Urban Area by working with the county to mutually plan for the Regional Area.

4-3-G-2 Work with the county to promote a compact urban form by planning and regulating the Santa Fe region, substantially reducing the rate of suburban sprawl throughout the region.

4-3-G-3 Work with the county to define, plan, and regulate the Santa Fe region as one area.

4-3-G-4 Work with the county to ensure effective growth management.

4-3-G-5 Work with the county to discourage new subdivision of land outside the Urban Area, to emphasize compact urban form, and to provide protection to small traditional communities.

4-3-G-6 Work with the county to regulate land use along major roadways within the region, including but not limited to Interstate 25, Highway 14, Highway 285, and the Relief Route, to protect visual and aesthetic qualities.

4-3-G-7 Work with the county to provide detailed regionwide planning in the areas of land use, utilities, open space, and transportation.

4-4 GROWTH MANAGEMENT—THE URBAN AREA

4-4-G-1 Promote infill residential development in the same historical pattern as has traditionally occurred, to make more efficient use of existing infrastructure.

Strategies to achieve residential infill include simple lot splits, construction of accessory units and even "granny flats." When new development emulates older patterns of development we will maintain a traditional Santa Fe environment.

4-4-G-2 Initiate annexation (s) and master planning for the entire Urban Area (with the exception of the Agua Fria Traditional Historic Community) rather than consider numerous privately-initiated annexation requests.

4-4-G-3 Recognize water demand as a critical factor in calculating and determining appropriate annual growth rates.

4-4-G-4 Promote a balance between residential development and new employment opportunities in detailed plans prepared for the future growth areas.

4-4-G-5 Ensure that water conservation will become an ongoing educational and regulatory activity of the city, rather than a temporary crisis-management tool.

4-4-G-6 Promote a balance between residential and employment-based development in order to achieve self-sufficiency within large projects.

4-4-G-7 Ensure that specifically verified affordable housing will be a priority in any growth rate ordinance.

4-4-G-8 Identify specific infill sites that should develop at densities greater than existing zoning allows.

4-4-G-9 Prepare the Urban Area so that it can absorb two-thirds of all regional growth between 2000–2020.

4-5 URBAN AREA STAGING PLAN

4-5-G-1 Guide the orderly expansion of development within the Urban Area by prioritizing the construction of infrastructure, cultural amenities, and other public services.

4.1 GROWTH MANAGEMENT METHODS

The term "growth management" often means different things to different people. Some use it as a code to stop growth; others believe that it means that local governments should simply

provide all services needed for land development whenever and wherever that demand occurs. This Plan defines “growth management” as:

- Identifying the proper geographic location of various land uses for future growth;
- Determining the appropriate scale and intensity, or density, of future growth; and
- Establishing an appropriate rate, pace, or phasing of future growth, based on natural and financial resources required to sustain that growth.

The city, working with the county, has an excellent opportunity to achieve meaningful growth management during the initial decades of the twenty-first century. However, the following methods must be employed together to create the type of compact urban form and efficient development pattern proposed in this Plan:

1. **Urban Area Boundary** - For over 20 years, the various city plans have recommended an urban boundary for Santa Fe. This Plan continues that tradition and establishes the urban boundary on readily identifiable physical barriers such as Interstate 25 and the Relief Route. Beyond the Urban Area boundaries, the Plan does not advocate large expenditures of money for utility extension or road building, nor does the Plan advocate large amounts of new development. The creation of a separate county water system and the extension of water lines outside the Urban Area may undermine the goal of a well-defined compact urban form. Regional planning and cooperation between the city and county are essential as increased pressure mounts for development of land outside the Urban Area.

2. **Annexation -** In order to achieve a compact urban form, the city should be prepared to annex land designated for growth within the Urban Area. The city must obtain greater authority over land development outside the urban boundary to make more efficient use of resources within the Urban Area.

3. **Increased Densities -** In both “infill” and “future growth” areas, the city must encourage higher densities of residential and commercial development than existing zoning often allows. This approach does not necessarily require greater building height, but rather greater massing on specifically identified infill sites within the Urban Area. Smaller subdivided lots and smaller homes help create efficient use of already existing roads and utilities, help ensure cost-efficient public transit, and provide the type of housing that will be in demand as the general population ages during the upcoming decades.

4. **Decreased Densities -** The mountains and major highways are key features in defining the edges of Santa Fe’s physical development. These boundaries are important aspects of the community’s sense of health and well-being and give visual proof that land is more than a mere commodity in Santa Fe. However, this sense of land preservation and overall community interest clashes with a highly prized American value of individual property rights. A Transfer of Development Rights program is one answer to that land use planning conflict.

5. **Transfer of Development Rights -** Local governments have saved open space, farmland, and environmentally sensitive lands using this method. Transfer of development rights allows landowners and developers to develop land in areas more appropriate for development while leaving other lands undeveloped. This is often achieved by providing

increased densities to the developer in what is referred to as a "receiving area," in exchange for the developer keeping undeveloped the land to be saved, referred to as a "sending area." Usually this is achieved by deeding the land to a conservation trust.

6. **Growth Rate Ordinance -** Some cities have regulated, by ordinance, the number of annual residential building permits granted. Because Santa Fe has high housing prices and has been losing an increased share of regional growth to outside its urban boundaries, this Plan does not suggest that a growth rate ordinance be applied to the Urban Area.

7. **Commercial Centers vs. Strip Development -** Since World War II the predominant development pattern in Santa Fe has been the creation of large residential subdivisions surrounded by a grid of major thoroughfares lined with strips of commercial buildings. This development pattern caters to and encourages automobile use, and often makes pedestrian access from the internal residential areas impossible by building walls on property lines that adjoin housing areas. This development pattern exists in Santa Fe along Cerrillos Road and St. Michael's Drive.

   Prior to the 1950s, Santa Fe's commercial center surrounded the Plaza, and residential areas ringed the commercial heart of the city. This Plan attempts to move commercial and other nonresidential uses off major arterial roads and into neighborhoods, particularly in the future growth areas. This helps encourage pedestrian use in the Urban Area and creates centers or "nodes" that are easily served by the bus system. The centers must be clearly shown on all development plans and described to potential residents. In addition, key components of the centers such as community centers, post offices, and at least some of the retail buildings must be constructed in the initial phase of the development.

8. **Urban Area Staging Plan -** To direct public and private expenditures, this Plan recommends a staging plan which sets priorities for development in various locations of the Urban Area, using five-year increments. Based on the availability of nearby utilities, especially sewer and water lines, and adequate road capacities, there are certain vacant or underdeveloped lands within the Urban Area that should receive a higher priority for future development than other areas. This chapter identifies those priorities and areas.

9. **Housing Needs and Growth Analysis Program** - The Planning and Land Use Department will conduct a housing needs and growth analysis for the city that will include previously approved but unbuilt housing projects. This information will provide a means of identifying needed housing products in under-supply and can be used to evaluate the possible future need for other growth management.

Summary - These growth management methods are the foundation of this General Plan. All are used in various ways to integrate and guide the development of the Santa Fe area to year 2020 and beyond. The list of growth management methods reflects an integrated approach and should not be used as a menu from which to select some methods and exclude others. All of the methods listed are critical to providing balance to the Plan.

4.2 POPULATION GROWTH AND PROJECTIONS

From 1980–1994 population growth in the lands outside the Urban Area added nearly as many people as did growth in the city. Table 4.1 shows the growth in the city, the

unincorporated Urban Area, and lands outside the Urban Area between 1980–1994. Figure 4-1 shows the boundaries of these areas, as well as the city planning boundary which includes important lands outside the Urban Area. As of 1994, the city and unincorporated Urban Area had a combined population of 71,500 while the surrounding area had an estimated population of 22,500. Combined, this larger Santa Fe area had an estimated 1994 population of 94,000 and had been growing at an overall annual rate of 2.7 percent.

Table 4.1 also shows that the city and the lands outside the Urban Area added about the same population from 1980–1994. Both areas increased by over 13,000 people in 14 years, or approximately 1,000 additional residents per year, on average.

TABLE 4.1
SANTA FE AREA GROWTH, 1980–1994[1]

	POPULATION		TOTAL POPULATION ADDED	POPULATION ADDED PER YEAR	ANNUAL GROWTH RATE[2]
	1980	1994			
City of Santa Fe	49,000	62,500	13,500	964	1.7%
Urban Area (Outside City)	6,000	9,000	3,000	214	2.6%
Urban Area Total	55,000	71,500	16,500	1,179	1.9%
(Outside Urban Area)	9,000	22,500	13,500	964	6.5%
Regional Total	64,000	94,000	30,000	2,134	2.7%

[1] *Figures in table are rounded.*
[2] *Compounded annual rate rounded to nearest tenth of a percent.*

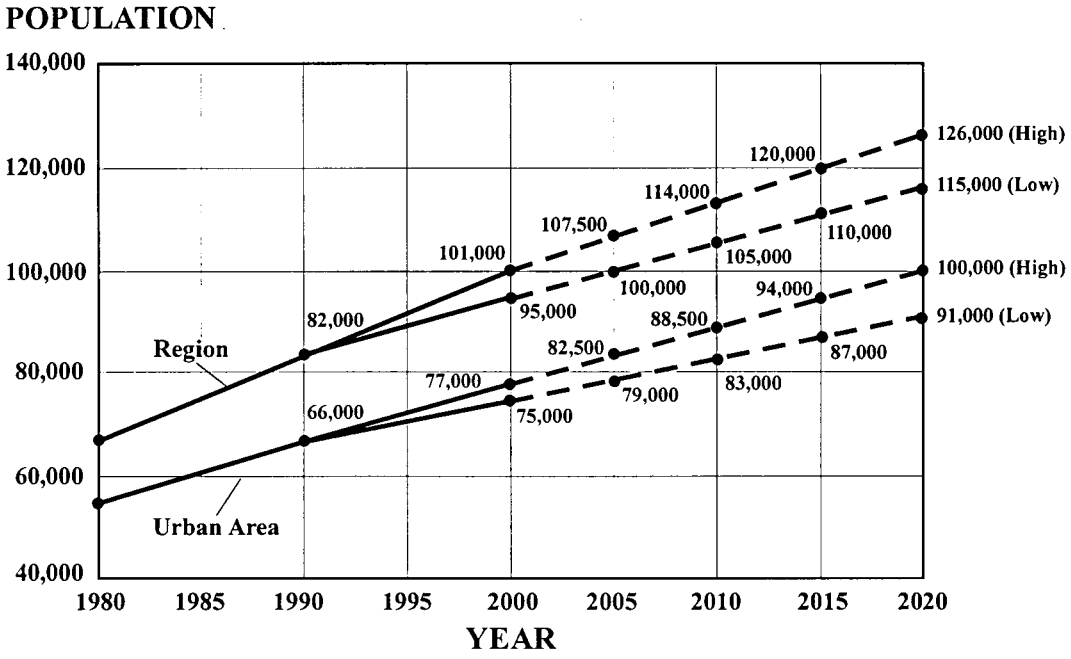
4.2.1 REGIONAL POPULATION PROJECTIONS

The *Santa Fe County Population and Housing Study* (John Prior & Associates 1994) provided population and housing unit projections through 2020 for Santa Fe County, including the county's central region in which the city is located. Based on national demographic trends and recent local migration trends, the report projects that the region will contain 115,000–126,000 residents by 2020 (Table 4.2). This would mean an increase of 20,000–30,000 residents and 10,000–15,000 housing units between 1998–2020.

4.2.2 URBAN AREA POPULATION PROJECTIONS

The 1997 estimated Urban Area population of 74,000 includes approximately 63,000 city residents and 11,000 residents in the unincorporated lands. By 2020, the Urban Area is projected to absorb 17,000–25,000 of a possible 30,000 additional residents in the region. The lower figure of 17,000 represents a status quo approach to development within the Urban Area in relation to the region. The higher figure of 25,000 represents an aggressive approach to infrastructure development within the Urban Area and greater development restrictions outside the Urban Area—two overarching policies needed to change a 20-year trend of increased relative amounts of growth outside the Urban Area.

TABLE 4.2
POPULATION PROJECTIONS



ANNUAL GROWTH RATES:

	2000-2010	2010-2020
Region		
- High Projection	1.2% (690 DUs/yr)	1.0% (640 DUs/yr)
- Low Projection	1.0% (525 DUs/yr)	1.0% (525 DUs/yr)
Urban Area		
- High Projection	1.4% (575 DUs/yr)	1.2% (575 DUs/yr)
- Low Projection	1.0% (425 DUs/yr)	1.0% (425 DUs/yr)

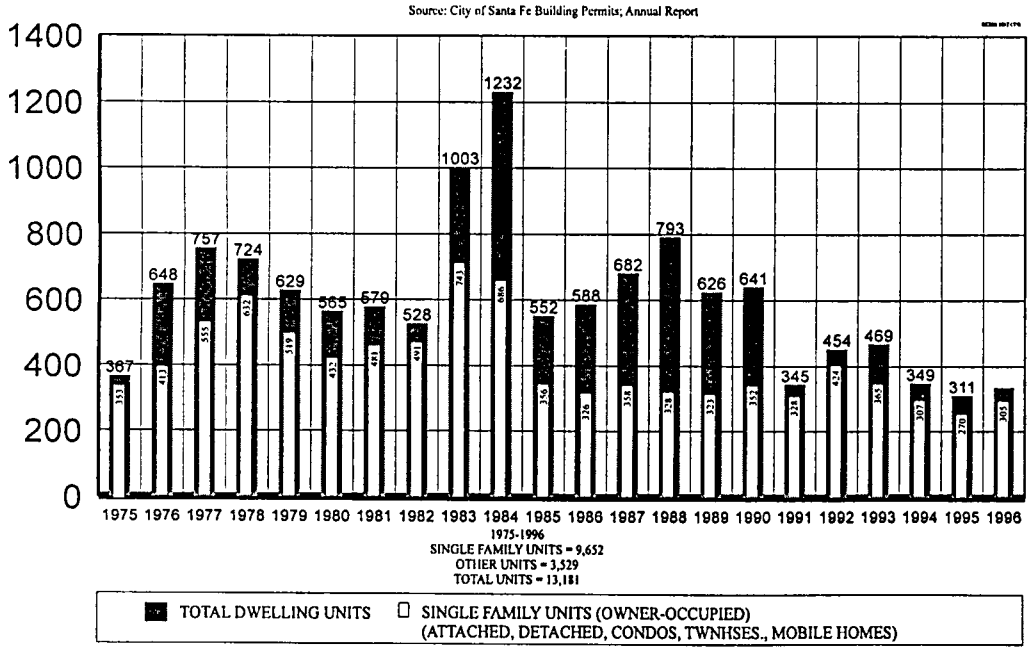
Notes:
- Regional population figures taken from "Santa Fe County Population and Housing Study" (John Prior Associates, 1994).
- Dwelling Unit (DU) projections assume 95% occupancy rate and 2.0 persons per occupied unit for future growth.
- Figures in graph are rounded.

4.2.3 URBAN AREA—RECENT TRENDS

Residential development during the 1990s has not only occurred at lower growth rates, but also at lower actual numbers of population increase and new dwelling units. The city averaged 715 new housing starts per year, from 1980–1989. That yearly average dropped to 415 new housing starts between 1990–1996. And since 1994, the city has averaged only 333 new housing starts per year—a 20-year low (see Table 4.3). Whether the slow down in growth is short-term in duration (3–5 years), or a longer term trend, is uncertain. There is, however, some legitimacy to the idea that the past 15–20 years have represented the height of a nationwide, even worldwide, discovery of Santa Fe and that tourist-initiated growth of newcomers settling in Santa Fe may in fact be ebbing.

It would appear that only an economic development program aggressively aimed at attracting national firms and corporations would lead to a growth rate in the 1.3 to 1.4 range over the next 20–25 years. Lower median housing prices in Santa Fe may have the effect of attracting more residents from the surrounding locales back to the immediate Urban Area. However, it is doubtful that lower housing prices alone, would create an average annual growth rate of 1.3 or 1.4 percent in the coming decades.

TABLE 4.3
CITY OF SANTA FE NEW DWELLING UNITS BY YEAR



4.2.4 HOUSING PROJECTIONS

The county population and housing study predicts that over 15,000 additional dwelling units will be required to house the higher projection of 30,000 added residents within the central region. This population-to-dwelling unit ratio represents only two persons per house, on average, for the projected overall regional growth and reflects a continuing downward trend of household size which has been occurring for several decades. This future decline in household size will be a direct result of the aging "Baby Boom" generation, a process affecting the entire nation. Based on the projected regional ratio of 2.0 persons per dwelling unit, an Urban Area population increase of 17,000–25,000 residents could be expected to require 8,500–12,500 additional housing units between 1998–2020. The goal of this Plan is for the Urban Area to absorb a minimum of 20,000 people and 10,000 dwellings, or two-thirds of the regional growth by 2020.

The county study sets out projected demand for new housing units in five-year increments, based on 30,000 added residents between 1998–2020. The projected demand for new housing units for the entire region in five-year increments is shown in Table 4.4.

TABLE 4.4
ADDITIONAL DWELLING UNITS 1998–2020

		Dwelling Units Per Year		
Years	Total Added DUs	Regional	Urban Area*	Outside UA *
1998–2000	2,343	781	520	261
2001–2005	3,528	706	470	236
2006–2010	3,368	674	450	224
2011–2015	3,322	665	444	221
2016–2020	3,078	616	410	206
TOTALS	15,639	680	455	225

* Column shows distribution of new dwelling units if two-thirds of regional projection were located within Urban Area.

Table 4.4 shows what the region (including the Urban Area) may expect for new housing demand in five-year increments including the three-year increment of 1998, 1999 and 2000. These regional and Urban Area projections can be compared with 1983 and 1984 when the City of Santa Fe, alone, approved the construction of over 1,000 new housing units each year.

The "per year" figures in Table 4.4 provide annual growth projections which can be compared to yearly residential building permits and construction activity in order to create a reference point to help guide policy making. Any consideration of a residential growth rate ordinance should use the annual figures in Table 4.4 as a basis for discussion.

4.2.5 CHANGING DEMOGRAPHICS: 2000–2020

The most dramatic change within the Santa Fe region through 2020 will be the overall aging of the population, rather than the high rate of population growth which marked the 1970s and 1980s.

By year 2020, there may be fewer residents in the region between ages 35–54 than there are today. Meanwhile, residents aged 55 and older will have increased by nearly 17,000. A full 27 percent of the region's population may be aged 65 and older by 2020. Between 1990 and 2020 the region's number of residents age 65 and older will have tripled.

The county study projects that of the 13,300 new housing units built between 2000–2020, 9,300 (70 percent) will need to be owner-occupied in some form. An estimated 8,600 of these new owner-occupied units may be occupied by residents aged 55 and older. Among this age group, the average "persons-per-dwelling" is only expected to be 1.5. Meanwhile, an estimated demand may also exist for approximately 4,000 additional rental units (30 percent of all new units) in the Santa Fe region between 2000–2020.

As a result of these and other factors, including Santa Fe's current lack of affordable housing, there may be a greater need to provide small homes on small lots that require less maintenance and are located near urban services and facilities. While city planners have historically advocated this type of development pattern for fiscal reasons, it may be that the region's residents will increasingly demand this form of development from local governments and land developers.

4.3 GROWTH MANAGEMENT—THE REGION

Growth management in the Santa Fe region can only be effective if the entire region is planned and regulated as one area. Effective growth management for Santa Fe means addressing land outside the Urban Area as well as land within the Urban Area. While the city has designated water and sewer service areas, the city must work with the county to create effective growth management for the larger Santa Fe region.

Santa Fe's development indicates that the original land grant of 25 square miles contained the growth of Santa Fe for nearly 350 years until the 1970s (Figure 3-2). The proposed city planning boundary contains various physical and visual features that require it to be planned and regulated as one area. The key features to be included within the proposed 325 square mile city planning boundary are:

- Santa Fe Ski Basin to the northeast,
- Interstate 25 from the southwest where motorists first glimpse Santa Fe,
- Buckman wells and Rio Grande to the northwest, and
- A population of 95,000 as of 1997.

Figure 4-3 shows the regional boundaries within Santa Fe County.

4.3.1 LOCATION OF REGIONAL GROWTH

Projected regional growth of 30,000 additional residents by 2020 raises a critical question—where should development occur to house these residents?

An addition of 30,000 people requires that as many as 15,000 new housing or dwelling units may be needed in the region by 2020. The Urban Area contains large, vacant tracts of land which could absorb most, if not all, of this growth. This Plan estimates an Urban Area buildout capability of over 20,000 dwelling units based on higher density requirements and existing vacant land. While some growth can be expected to continue outside the Urban Area, the city might alleviate some of that growth pressure by providing the needed infrastructure to induce development within the Urban Area.

The county's *Population and Housing Study* states that 37 percent of all housing built will be needed for low income households. This points to a need for urban scale development of smaller lots and smaller homes. The most appropriate location for this type of development is within the Urban Area.

As stated in the county's general plan, new development in and around traditional villages (La Cienega, Agua Fria, Tesuque, etc.) should be limited and at a scale consistent with the historic development patterns of those villages. Large scale development in and around these villages is not appropriate and not generally consistent with village character. As these established village areas continue to grow, community-based commercial centers, at an appropriate scale, should also be encouraged.

Clustered, higher density development with commercial or neighborhood centers may be preferable to traditional large-lot development outside the Urban Area. Lower per dwelling unit costs of providing central water and sewer service, increased common open space, greater sense of community, decreased reliance on ground water and septic systems are some of the major advantages to higher density development. However, increased development pressure for clustered, higher-density development outside the Urban Area may draw demand away from the Urban Area and make it difficult to achieve the compact urban form this Plan promotes.

Developing a land use plan for the region outside the Urban Area should involve creating the same detailed land use locations as provided for the Urban Area in this Plan. Clustered higher-density development outside the Urban Area should be development "receiving" areas in transferring development rights from nearby open vacant lands to create vast acreage of surrounding open space. The number of these new clustered, higher-density areas should be strictly limited in number in the region.

4.3.2 WATER AND REGIONAL GROWTH

Water is an important factor in determining the overall growth, rate of growth, and location of growth throughout the Santa Fe area.

Growth in the Santa Fe region should be required to connect to the city's water and sewer system to control location of growth, protect the environment, and provide safe drinking

water. Future development outside the Urban Area, especially development relying on domestic wells and septic tanks, should be discouraged.

The Federal Energy Policy Act requires water-efficient fixtures in all new residential and commercial development. Under Federal Energy Policy Act requirements, estimated future water demand may average 142 gallons per person, per day, system wide in the Santa Fe area. As a result, each new dwelling unit and its proportionate share of commercial and industrial water demand would account for nearly 341 gallons per day, 124,465 gallons per year, or .38 acre-feet per year, system wide.

The projected regional population growth is identified as 30,000 through year 2020. If all regional growth were to connect to the city's water system, this would mean that 15,000 new dwelling units would be built and an additional 5,700 acre-feet of water would be needed annually. If a contingency of 20 percent were to be added, then a total of 7,125 acre-feet of water would be needed annually.

The additional 7,125 annual acre-feet of water needed to serve this projected growth to the year 2020 may not require additional water rights to be purchased by the city, but will require a surface water diversion system on the Rio Grande. This system, coupled with an aggressive program to use treated wastewater effluent for consumptive purposes as well as return flow credits, could provide water for the projected growth, while minimizing the use of groundwater reserves. These reserves could then be counted on for drought protection, as well as part of the city's long-term sustainable supplies.

The Future Land Use (Figure 3-2) reflects an Urban Area buildout of 30,000–35,000. Accommodating this Urban Area buildout population may require the city to purchase up to 2,500 acre-feet of additional annual water rights (this includes the 20 percent uncommitted reserve), particularly, if environmental factors limit the city's ability to utilize existing water resources. If the city is not able at any time to acquire enough water to serve existing city water needs, the Planning Commission and governing body may take steps to temporarily limit growth in the Urban Area until such time as sufficient water is available.

4.3.3 PLANNING FOR REGIONAL GROWTH

The following issues and problems exist outside the Urban Area:

1. **Subdivision of Land.** There are over 6,000 subdivided, vacant lots in the Extraterritorial Zone which could be residentially developed. Many of these lots were approved for development with individual domestic wells and septic tanks. There is a need to strictly limit all future subdivision of lands and building permits requiring domestic wells and septic tanks. It is important to the public health, safety, and welfare to protect the supply of groundwater, already relied upon by thousands of residents. There is a need for a sunset ordinance to address all existing and proposed master plans or development plans. Master plans or development plans may not be consistent with the General Plan and may cause a financial burden in regard to infrastructure and land use development. Plans shall be considered valid for a period of time. After the period of time, the master plans or development plans will be invalid.

2. **Road Capacity.** Detailed volume-to-capacity studies shall be conducted for identified areas of acute traffic congestion prior to any additional land development approvals being reviewed or considered. Adequate roadway construction and capacity has not kept pace with development in areas throughout the region. Transportation alternatives to the automobile are of primary importance. This promotes higher density development in the Urban Area versus continued low density development outside the Urban Area. Transit should only be extended to those areas outside the Urban Area that have land use plans.

3. **Water Supply.** The majority of the regional growth should occur within the Urban Area, in consideration of a number of factors: (1) the groundwater resources are finite and the consequences of their continued mining could be disastrous; (2) a soundly designed "regional" water system achieved in cooperation with our immediate neighbors is a necessity more than an option and most residents of this "region" should be served by a central water system for the purposes of consistent long-term quality and protection of the groundwater resources that supply their needs; and (3) because the regional approach contributes to securing supply sources for a large number of people, it also helps in reducing the per-capita cost of the necessary infrastructure.

4. **Sanitary Sewer.** High density development should not be allowed based on reliance upon on-site sanitary sewer facilities. The negative effects of septic tank proliferation do not stop at the city limits, and the need for centralized sewer systems in urban areas becomes more evident as the levels of nitrate contamination of the groundwater rises. Urban density development should only occur in specifically designated areas and should be conditional on a high feasibility of installing centralized sewer systems to serve those areas.

5. **Corridor Protection and Open Space.** Visual and aesthetic protection is required for major highways within the region, especially those acting as Urban Area boundaries. The traditional 50-foot and 100-foot setbacks are often ineffective because of the lack of natural screening vegetation and/or screening topography along many of the major roadways. Highway 14, Highway 285, Interstate 25, and the Relief Route should be visually protected and not transformed into commercial arteries. A corridor protection study shall be conducted and a plan developed for the region, and where limited development zones are mapped, a transfer of development rights will allow equivalent development capability within the Urban Area.

   Open space must be specifically mapped in a plan which identifies publicly accessible lands, as well as private "reserves" required to enhance the openness of the Santa Fe landscape. Bureau of Land Management (BLM) holdings, as well as state-owned lands should be targeted for open space and conservation, not residential and commercial development.

4.4 GROWTH MANAGEMENT—THE URBAN AREA

Future Land Use (Figure 3-2) represents a possible buildout scenario for the Urban Area. The Urban Area is divided into five subareas (Figure 4-4) as follows:

- Infill Development and Tierra Contenta,

- Approved Development,
- Future Growth,
- Mountain/Corridor Protection, and
- Greater Agua Fria.

The boundaries of the lands comprising these five areas are shown on Figure 4-4. Infill development and Tierra Contenta have the highest priority for residential and commercial construction. Approved development areas include Tano and Santa Fe Estates. Future growth areas with large vacant tracts of land and development potential at urban densities include land south of Villa Linda Mall and land south of Tierra Contenta.

The buildout of the Future Land Use (Figure 3-2) includes approximately 15,000–25,000 more residents than the Urban Area is planned to contain by year 2020. So, while the Urban Area population may range from 91,000–100,000 by 2020, the Urban Area buildout reflects a population of approximately 115,000.

Table 4.5 indicates the total potential dwelling units and populations of the subareas in the Urban Area.

TABLE 4.5 DEVELOPMENT BY SUBAREAS	**HOUSING UNITS AT BUILDOUT**	**POPULATION AT BUILDOUT**
Infill Development (sites and subdivisions)	1,000	2,000
Tierra Contenta	5,800	14,000
Santa Fe Estates	1,200	2,400
Tano (Monte Sereno)	300	600
South of Villa Linda Mall	3,000	6,000
South of Tierra Contenta	2,500	5,000
Mountain/Corridor	500	1,000
Greater Agua Fria	1,200	2,400
TOTAL	15,500	33,400

The Urban Area has continued to grow to the south and southwest over the last two decades. Over 80 percent of the city's growth moved into the southern area. Continued development in this part of Santa Fe could cause acute volume-to-capacity road problems. An urban interchange at the Airport/Cerrillos Road intersection may be needed prior to 2020.

Left undirected and unchecked, growth will continue to push south across Interstate 25. The major impact of this growth direction would be on the road system in the southern part of the Urban Area. The geographic balancing of growth is an important consideration for the future of the Urban Area. Growth management in the Urban Area is addressed by the policies in this document. Growth management outside the Urban Area will require more study by the city. Other options related to growth management, such as adoption of a growth rate ordinance will be investigated, with particular attention paid to potential fiscal impacts.

Approved Housing Units and 2020 Demand

It should be noted that as of 1997, the city had approved nearly 9,300 unbuilt housing units. This figure includes the following approvals:

DEVELOPMENT	UNITS
Tierra Contenta	5,800
Santa Fe Estates	1,200
Tano (Monte Sereno)	300
Other Subdivisions	2,000
Total	9,300

While the 9,300 approved-housing-units figure falls within expected demand for additional units needed by 2020 (8,500–12,500), it is uncertain what percentage of these approvals will be constructed. As a result, it may be necessary for the city to approve housing units in excess of expected demand for 2020.

4.4.1 INFILL DEVELOPMENT AND TIERRA CONTENTA

Infill development and Tierra Contenta represent the highest priorities for public investment for infrastructure and city services. The Urban Area has the potential to absorb 1,000 new housing units within the designated "infill area," which includes vacant lots in existing subdivisions and vacant infill sites. Another 5,800 housing units are planned for the buildout of Tierra Contenta. Future Land Use includes recommendations for a number of vacant tracts as well as areas where redevelopment is encouraged in the infill area.

Tierra Contenta

This 1,421-acre development was initiated by the city in 1992–1993 with home construction beginning in 1995. The master plan calls for a total of 5,800 dwelling units at buildout (including 600 units for Hernandez/Herrera parcels) and could house 12,000–14,000 residents. Sweeney and Chávez Elementary Schools, Ortiz Middle School, and Capital High School are all built and ready to serve continued development of Tierra Contenta. One vacant secondary school site remains.

Approximately 96 acres have been set aside for retail and office development, while 763 acres (54 percent of the development) are devoted to residential use, 324 acres (23 percent) are reserved for a combination of developed parks and open space, and 61 acres will be used for roads. By the end of 1996, Tierra Contenta contained approximately 150 dwelling units.

4.4.2 APPROVED DEVELOPMENT

Two previously approved developments that will absorb large amounts of land include Tano (now, Monte Sereno) and Santa Fe Estates.

Tano (Monte Sereno)

The most recent master plan for this area proposes a total of 322 dwelling units on a total land area of 610 acres. While 276 units are planned for home sites of at least one acre each, the remaining 46 dwellings are scheduled to be clustered at the northern end of the development. A 35-acre 250 room hotel site is also planned for the northern end of the development. A 1.4-acre fire station site has been set aside, as well as nearly 55 acres of common open space along that portion of the site adjoining Highway 285.

Santa Fe Estates

This land first received master plan approval in 1978 but has remained largely undeveloped. The latest master plan, approved by the City Council in 1996, is bisected by the proposed Relief Route and includes a total land area of nearly 800 acres with approval for 1,200 dwelling units.

Approximately half of the added 1,200 dwellings will be rental apartments—436 south of the Relief Route (Foothills Apartments) and 157 to the north. A total of 231 single family detached units are proposed south of the Relief Route (including units 1 and 2) along with a 2-acre community services/fire station site and approximately 50 acres of public open space. That part of the master plan north of the Relief Route includes a village commercial center (14 acres), 483 owner-occupied units on 218 acres, a 10-acre active park site, and 125–130 acres of open space.

Summary

Tano (Monte Sereno) and Santa Fe Estates combine to equal 1,386 acres of land and a potential buildout of 1,522 dwellings and 3,000 residents. The two developments include a combined 270 acres of developed park and open space, which represent 20 percent of the total land area. The land use acreages, dwelling unit totals, and population totals at buildout in these developments are summarized in Table 4.6.

TABLE 4.6
APPROVED DEVELOPMENT

	TOTAL	O.S./PARK		RESIDENTIAL		NONRES.			
	Acres	Acres	%	Acres	%	Acres	%	No Dwellings	Population
Tano (Monte Sereno)	610	55	(9%)	520	(85%)	35	(6%)	322	600
Santa Fe Estates	776	215	(28%)	317	(41%)	16	(2%)	1,200	2,400
TOTAL	1,386	270	(20%)	837	(60%)	51	(4%)	1,522	3,000

4.4.3 FUTURE GROWTH AREAS

Two areas have been identified within the Urban Area that could contain considerable future growth beyond what may be absorbed through “Infill” and “Approved” developments. These locations include vacant land south of Villa Linda Mall and vacant land south of Tierra Contenta.

Land South of Villa Linda Mall

Approximately 865 acres of vacant land exist between Villa Linda Mall and Interstate 25. In 1996, master plan approval was granted by the City Council for the Nava Ade Subdivision covering 146 of the vacant acres with a buildout of nearly 500 dwellings. An extension of Governor Miles Road will connect the development to Richards Avenue. Over 700 vacant acres remain and are in the process of being master planned.

The preliminary plan for this future growth area, including the Nava Ade Subdivision, includes a centrally located neighborhood Commercial Center surrounding a 2.5-acre Plaza Park. High and medium density residential development is located adjacent to the center to place more people within a quarter mile radius (10-minute walking distance) of the center for convenience, as well as to help provide the density necessary to support local businesses. Three separate business/employment parks totaling 70 acres are scattered throughout the area to provide ample opportunities for small and large firms. Continuous open space surrounds the master plan area with a minimum 300–400 foot setback of all homes from the Interstate 25 right-of-way. Total open space and park land equals over 200 acres, or 23 percent of the total land area. Potential buildout of this area, including Nava Ade, is 2,500–3,000 dwellings.

Land South of Tierra Contenta

There are approximately 650 acres of vacant land south of Tierra Contenta bordered on the west by the Relief Route. When developed with appropriate densities, this area could contain 2,000–2,500 dwelling units. A 4-acre plaza park is surrounded by a combination of neighborhood commercial uses, a mix of medium and high density residential development, a 2-acre public/community site and a 12-acre school site. A 35- to 40-acre community park site is located at the southern end of this future growth area, and two separate business parks are shown which total 70 acres.

The growth area would contain nearly 150 acres of open space/corridor protection land, and would be served by two north-south collectors with one of those collectors connecting to Tierra Contenta.

Summary

Large tracts of vacant, developable land exist south of Villa Linda Mall and south of Tierra Contenta. The General Plan projects a potential for 4,500–5,500 added dwelling units and 9,000–11,000 residents. The land use acreages, dwelling unit totals, and population totals at buildout for these developments are summarized in Table 4.7.

TABLE 4.7
FUTURE GROWTH AREAS

	TOTAL	ROW		O.S./PARK		RESIDENTIAL		OTHER NONRES.			
	Acres	Acres	%	Acres	%	Acres	%	Acres	%	No. DU s	POPULATION
Villa Linda Mall	1,000	200	(20%)	150	(15%)	500	(50%)	150	(15%)	2,500–3,000	5,000–6,000
Tierra Contenta South	800	160	(20%)	190	(24%)	400	(50%)	50	(6%)	2,000–2,500	4,000–5,000
TOTAL	1,800	360	(20%)	340	(19%)	900	(50%)	200	(11%)	4,500–5,500	9,000–11,000

4.4.4 MOUNTAIN PROTECTION

The mountainous area to the east is defined by the 7,400 foot elevation contour line, the same elevation contour used in the Mountain Ordinance for the Extraterritorial Zone (adopted by the Extraterritorial Zoning Authority in 1995).

This Plan recommends that all new subdivisions in this area create lots no smaller than the 10 acre standard as recommended by this plan. Where city water or sewer service is available to serve a new subdivision, any clustering of lots that occurs should still be based on a gross density of 1 dwelling per 10 acres of land (i.e., no density bonus should be granted in calculating total number of dwelling units allowable within the subdivision). All tracts or parcels of land within the mountain area smaller than 10 acres and existing prior to adoption of this Plan, may be developed with one dwelling unit if they meet minimum lot size standards with reference to on-site well and septic use.

Based upon the above recommendation and already existing vacant subdivided lots and parcels in the mountainous area, a potential buildout of 300–400 additional homes in the mountainous area is possible. Recent rates of annual construction in the mountain area suggest 12–15 new homes are built each year. At that rate, approximately 300 new homes may be constructed by 2020.

4.4.5 GREATER AGUA FRIA AREA

The Urban Area also includes thousands of acres of unincorporated land which surrounds and includes the Agua Fria Traditional Historic Community. While Plan 83 viewed this area as a prime growth area (known as the Southwest Sector) and recommended densities allowing a buildout of nearly 20,000 additional dwelling units, this Plan recommends a less aggressive approach to development in this historically rural area.

The 1994 county housing study projects an addition of 800–1,100 housing units in the greater Agua Fria area by 2020. This is an annual average of approximately 35–50 new dwelling units for the entire area generally bounded by the Relief Route, the Santa Fe Land Grant Boundary, Agua Fria Road, Cerrillos Road, and Airport Road.

Public water and sanitary sewer infrastructure that belong to the city traverse, by necessity, the Traditional Historic Community of Agua Fria. This circumstance adds a complicating factor to the everlasting question regarding the benefits of urban development versus those of

maintaining the rural character of the area. The presence of major water and sewer lines is neither a guarantee of service to property nor a prerequisite for urban density development. While efficient use of this infrastructure for urban density development would require a different pattern of land division than what exists today (i.e., consolidation of the traditional long and narrow parcels into more conventional urban size lots), the preservation of the existing patterns would not necessarily preclude the implementation of centralized water and sewer systems. The cost of development, however, would be high and in some cases, prohibitive.

4.5 URBAN AREA STAGING PLAN

The purpose of the Staging Plan is to guide the orderly expansion of urban development within the Urban Area based upon the city's priority growth areas. Locations for future growth are scheduled by sequence and time period. Major planning efforts required to precede infrastructure construction are also identified in sequence. The Staging Plan accommodates the projected demand for urban land as described in Section 4.4 of the General Plan. The Staging Plan is based upon the following:

- Projected demand for urban land for development,
- Suitability of vacant land for the types of development projected,
- Maximizing the efficient use of existing public infrastructure,
- Ability of the city to extend infrastructure to new growth areas,
- Balancing residential and nonresidential growth, and
- Providing a geographic balance to new growth surrounding the historic core of the city.
- Priority areas for development are:
    1. Infill development areas and Tierra Contenta,
    2. Approved development areas, and
    3. Other urban subareas as identified.

The Implementation Plan provides major public infrastructure components and associated cost estimates. The cost estimates are preliminary and highly generalized. More accurate cost estimates will be developed for the city's CIP. The Staging Plan will be updated on an annual basis, along with the CIP. The staging sequence identified may be extended into a longer time frame, if necessary. Staging areas and time frames are shown on Figure 4-5.

4.5.1 STAGING AREA ONE (TO YEAR 2005)

Staging Area One covers the first period following adoption of this Plan. Staging Area One encompasses the highest priorities for urban growth, which are infill (including the Agua Fria area south of the Santa Fe River), approved development, and the future growth area south of Rodeo Road.

Infrastructure

The sewer system is currently operating at or near capacity in the area west of Villa Linda Mall. The area south of Rodeo Road is not presently served by the gravity flow sewer system. Remedying these conditions is a major component of the plan for Staging Area One. Construction of water/sewer infrastructure to address these areas will make new development feasible in the vicinity of Governor Miles Road between Cerrillos and Richards Avenue, which is a priority for Stage Two development.

Water and sewer service to infill areas located in the Agua Fria area south of the Santa Fe River is a priority due to health and safety concerns as well as the Plan's infill policies. A number of road construction projects are proposed for the Agua Fria area and the southwestern sector of the city. These road projects are intended to alleviate traffic congestion on Airport and Cerrillos Roads.

During Stage One, the primarily privately funded infrastructure development will also occur in Santa Fe Estates and Tano Santa Fe, two previously approved development areas.

A critical concern for Stage One is the ongoing replacement of aging water and sewer lines in the older parts of the city between St. Michael's Drive and Paseo de Peralta. Initiation of the Rio Grande Surface Water Diversion project will be a major expenditure.

The city and county have undertaken responsibility for jointly developing and operating the new regional landfill, which is anticipated to meet the region's disposal needs for 100 years. The recently constructed refuse transfer station in the Northwest Sector will be fully operational in Stage One. The city's five current collection districts will be expanded to cover the proposed Urban Area.

Open space acquisition in the foothills bordering the city limits on the east, continued trail development, and construction of several parks are priorities for parks and open space in Stage One.

Planning

The Future Land Use (Figure 3-2) provides an adequate level of information regarding future land uses and road networks to accommodate planning and placement of the major water/sewer lines proposed in Stage One, with the exception of the Agua Fria Village Area. This area is a priority for land use planning for two reasons: prior city commitments to provide water/sewer infrastructure in this area have been made in the absence of any land use planning; and there are immediate health and safety concerns regarding continued development of small residential subdivisions and lot splits using wells and septic tanks on half acre lots, as permitted by the state.

A complete revision of the city's Land Use Code (Chapter 14) and a comprehensive rezoning of the Urban Area will be necessary to facilitate infill development. Preparation of a packet for submittal to the Municipal Boundary Commission for the annexation of the Urban Area, revision of the Extraterritorial Plan, and more detailed planning for the Railyard project are also part of Stage One.

Completing the environmental documentation and project design for the Rio Grande Surface Water Diversion project and a concomitant Regional Water System Management Plan are critical planning efforts, in order of priority, for Stage One.

Planning and Land Use Department priorities:

- Chapter 14 revision and Urban Area rezoning,
- Urban Area annexation package to the Municipal Boundary Commission,
- 10-year CIP implementing General Plan,
- Revise Impact Fee Program,
- Community Area Plan and Community Conservation District for Railyard neighborhoods,
- Agua Fria Village Community Area Plan,
- Revise Extraterritorial Zone Plan,
- Cerrillos Road Redevelopment Plan,
- Villa Linda Mall Area - Sector Development Plan, and
- Housing Needs and Growth Analysis Program.

Public Utilities Department priorities:

- Rio Grande Diversion—Project Financing Plan and Fiscal Impact Study,
- Rio Grande Diversion - environmental documentation and project engineering, and
- Regional Water System Management Plan.

Public Works Department priorities:

- Cerrillos Road Improvement Plan, and
- Santa Fe River Plan - design and engineering.

4.5.2 STAGING AREA TWO (YEARS 2005–2010)

The development priorities for Staging Area Two include completion of the infrastructure systems necessary to complete infill development and opening up new development in the future growth area south of Airport Road.

Infrastructure

The major infrastructure components include completion of a looped water system for the Urban Area and a looped water system to serve Tierra Contenta; completing the construction of the Rio Grande surface diversion system; and new road construction in the Southwest Sector. Staging Area Two greatly expands the city's trail network and alternative transportation system.

Planning

Planning and environmental documentation for the Rio Grande surface water diversion and a regional water supply management system may be continued from Stage One, depending upon the complexity of the issues encountered. A detailed community area plan will be underway for the future growth areas south of Rodeo and Airport Roads.

Planning and Land Use Department priorities:

- Community Area Plans - south of Rodeo Road and south of Airport Road.
- Railyard project,
- Regional area - complete the master plan initiated in Stage One, and
- Community area plans and neighborhood conservation districts - as requested by residents.

Public Utilities Department priorities:

- Rio Grande surface water diversion planning and design (continued from Stage One).

4.5.3 STAGING AREA THREE (YEARS 2010–2020)

The priority growth area is the northern Agua Fria area.

Infrastructure

The primary infrastructure needed to serve Staging Area Three is shown.

Staging Area Three completes the infrastructure construction needed to allow full build-out of the Urban Area. Expansion of the sewage treatment facility and construction of the Interstate 25 frontage roads are the major infrastructure components in Stage Three. Continued development of urban parks and trails and the acquisition of open space along Arroyo Hondo are priorities for Stage Three.

Planning

- Regional and redevelopment planning concentration, and
- Development of a staging plan for the Regional Planning Area.

IMPLEMENTING POLICIES

4-1 GROWTH MANAGEMENT METHODS

4-1-I-1 Educate the community about the benefits of limiting sprawl and increasing residential densities.

4-1-I-2 The Planning and Land Use Department will conduct an annual review of the prior year's development activity to determine if it was of the type required to meet the needs of Santa Fe's population growth. Based on this review, staff will review growth management methods and recommend which ones should receive action, such as a transfer of development rights program, an Adequate Public Facilities ordinance, or a Development Fees Study and ordinance.

4-2 POPULATION GROWTH AND PROJECTIONS

4-2-I-1 Growth projections contained in this chapter will be used in assessing infrastructure requirements. The projections will be reviewed annually and compared to building permit figures.

4-2-I-2 The Planning and Land Use Department will present an annual *Growth Management Report* each February which will review and analyze the previous year's growth in residential and commercial building permits, citywide water demand, citywide sewage treatment demand, new utility line construction, new road construction, and new park construction. The report may cover any other issues which are considered important to the city's physical development.

The report will compare the projected water requirements of existing and approved development to the available water supply and delivery system. The report will analyze to what extent the previous year's development met the needs of population growth and will quantify the projected needs of the next year's population growth.

4-3 GROWTH MANAGEMENT—THE REGION

4-3-I-1 Work with the county to adopt a Santa Fe Regional Area or boundary within which to conduct combined planning studies.

4-3-I-2 Work with the county to prepare a plan for that part of the Santa Fe Region outside the Urban Area.

4-3-I-3 Ensure that parcels of land 10 acres or larger be considered for subdivision only if served by a water system. Subdivision of land requiring domestic wells should not be approved.

4-3-I-4 Develop an adequate public facilities and services ordinance.

4-3-I-5 Develop an impact or development fees study and ordinance that establishes a total infrastructure cost per new dwelling unit for the entire region and specifies that portion of the total cost to be paid by private developers.

4-3-I-6 Study the need for a growth rate ordinance in the Santa Fe area. The studies will include analysis of potential fiscal impacts, such as an increase in housing costs, which adopting such an ordinance would entail.

As part of a growth rate ordinance, reserve a sufficient percentage of allowable residential building permits for affordable housing.

4-3-I-7 Ensure that existing and proposed master plan or development plan approvals be considered valid for no more than three years from the date of approval with one two-year extension allowed by the Planning Commission.

Progress toward implementing a master plan or development plan means submitting a preliminary development plan or subdivision plan or plat within the three-year approval (or five-year, with two-year extension) period for the master plan. If these deadlines are not met, the master plan or development plan approvals would no longer be valid.

4-3-I-8 Use existing water rights and water supply in calculating appropriate annual growth rates as part of studying a growth rate ordinance.

4-3-I-9 Ensure that new developments use imported water and occur within the Urban Area.

4-3-I-10 Monitor annual residential and commercial construction and water demand as part of the General Plan Annual Report.

4-3-I-11 Annex land within the Urban Area designated for urban growth.

4-3-I-12 Define the Urban Area with a corridor protection area along Interstate 25 and the Relief Route, and discourage subdivision of land within this area.

Conduct a corridor protection study to establish reasonable and effective "limited development" zones along major roadways including, but not limited to:

- *Highway 14*
- *Highway 285*
- *Interstate 25*
- *Relief Route*

4-4 GROWTH MANAGEMENT—THE URBAN AREA

4-4-I-1 Give top priority to infill development and to Tierra Contenta over the development of future growth areas.

4-4-I-2 Prioritize land development and residential/commercial building permit approvals in the following manner:

1st Priority - Infill development areas and Tierra Contenta,

2nd Priority - Approved development areas, and

3rd Priority - Future growth areas.

4-4-I-3 Ensure that all residential development within the future growth areas is built at minimum gross density of three units per acre, and an average of five units per acre, where topography allows.

4-4-I-4 Designate and require neighborhood centers in new growth areas to create transit nodes.

4-~~4~~-I-5 Support rezoning requests for those specifically identified infill sites at densities consistent with those established in this Plan.

4-4-I-6 The target density for new infill residential development, in order to address affordable housing goals, is a minimum of five units per acre (net) with seven units per acre (net) preferred. The actual net density proposed for an infill site should be in keeping with the density range shown for the property in Future Land Use (Figure 3-2), and should propose a reasonable increase in density over the surrounding neighborhood. The design of the infill project must reflect the character of the surrounding neighborhoods, while maintaining a balance between land use and the traffic carrying capacity of existing streets.

4-4-I-7 Modify the city land use development law to allow water conservation techniques including community-wide grey water systems and water harvesting in stormwater management.

4-5 URBAN AREA STAGING PLAN

4-5-I-1 Develop a prioritized CIP that supports the infill development priorities and stages the construction of public infrastructure (roads, water, sewer, parks, etc.) in a manner that serves as an incentive to promote infill development and affordable housing construction within the Urban Area. The city should bear most of the infrastructure costs for infill development for affordable housing. New development, whether infill or not, pays for the cost of infrastructure necessary to serve it. The only exception is related to the cost of major off-site water and sanitary sewer lines where cost has traditionally been borne by the city.

4-5-I-2 Prepare sector plans for each of the future growth areas. These must be coordinated with the Staging Plan and include public and human service facilities such as schools, libraries, and community and senior centers.

4-5-I-3 Give top priority to proposed development within the existing public utilities service area.

4-5-I-4 Create programs to provide incentives for infill development, including fee reductions, regulatory changes, and assistance programs, such as loans from CIP funds for infrastructure redevelopment.

4-5-I-5 The Planning Commission must follow the Staging Plan when approving development which will require extensions to utilities and the road network.

Photographs

Photographs

5

CITY CHARACTER AND URBAN DEVELOPMENT

5 CITY CHARACTER AND URBAN DEVELOPMENT

The city character is largely determined by urban design. Policies, urban design guidelines, and design standards included in this chapter seek to create a continuous urban fabric and foster an environment friendly to the needs of pedestrians, bicyclists, and transit. Guidelines in this document are advisory and convey how private development can be more responsive to the city's traditional, pedestrian-oriented urban pattern. They will also provide a basis for design review. Development will be required to conform to the standards in this section. In addition to the standards enumerated here, development should conform to standards stipulated elsewhere in this document.

For development in specific areas, the following should also be consulted:

- *Business Capitol District Handbook,*
- *Downtown Urban Design Plan*,
- *City of Santa Fe Architectural Review Handbook,* and
- *Historic Districts Handbook*.
- *Design Guidelines* resulting from Visual Preference Surveys conducted by A. Nelessen Associates and published April 1993.

Following adoption of the General Plan, the urban design standards will be incorporated in the City Code by incorporation or reference. The City Code contains development standards for all districts and may contain additional design standards that are not included here. The City Code should be consulted for a full and detailed description of the standards.

The following themes and guiding policies apply to this chapter:

THEMES

- Affordable Housing - Actively participate in the creation of affordable housing.
- Quality of Life - Enhance the quality of life of the community and ensure provision of community services for residents.
- Transportation Alternatives - Reduce automobile dependence and dominance.
- Economic Diversity - Develop and implement a comprehensive strategy to increase job opportunities, diversify the economy, and promote arts and small businesses.
- Sustainable Growth - Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.
- Character - Maintain and respect Santa Fe's unique personality, sense of place, and character.
- Urban Form - Promote a compact urban form and encourage sensitive/compatible infill development.
- Community-Oriented Downtown - Put community activities back into Downtown.

- Community-Oriented Development - Orient new development to the community; foster life, vitality, and community sprit.
- Mixed Use - Provide a mix of land uses in all areas of the city.

GUIDING POLICIES

5-1 NEIGHBORHOOD AND RESIDENTIAL DEVELOPMENT

For policies related to affordable housing, see Section 10.1 Affordable Housing; for policies relating to provision of through streets and street connectivity, see Section 7.1 Streets.

5-1-G-1 Preserve the scale and character of established neighborhoods, while promoting appropriate community infill and affordable housing (see Section 10.7 Neighborhood and Community Planning).

5-1-G-2 Encourage new residential growth in the form of human-scale and vital neighborhoods that provide a mix of services and uses.

5-1-G-3 Increase the connectivity between neighborhoods and individual developments.

This is addressed through design standards and guidelines included at the end of this chapter.

5-1-G-4 Encourage and provide incentives for parks, open space, and infill development at selected sites at a density not less than surrounding development and consistent with Future Land Use (Figure 3-2), subject to appropriate standards to ensure compatibility with adjacent uses.

5-1-G-5 Improve the community orientation of new residential developments.

A community orientation calls for greater attention to the relationship between residences, streets, and shared spaces, and does not require sacrifice of privacy or amenities. Gated neighborhoods isolate parts of the community from others and will not be allowed.

5-2 DOWNTOWN AND COMMERCIAL DEVELOPMENT

5-2-G-1 Promote the Downtown as a vibrant mixed-use center, and as a place of community-based activities and uses for Santa Feans of all ages, cultures, and incomes.

The Downtown also benefits from its government base, so policies that provide for supporting office uses are important.

5-2-G-2 Ensure that no other commercial center rivals Downtown in scale.

5-2-G-3 Create a hierarchy of commercial and mixed-use districts. Limit strip commercial development to Cerrillos Road and St. Michael's Drive, and do not allow new arterials to be lined with commercial strips.

5-2-G-4 Provide for uses to meet everyday needs within neighborhoods in the form of pedestrian-oriented neighborhood centers.

5-2-G-5 Protect neighborhoods from encroachment by non-neighborhood oriented commercial uses and related environmental impacts. Provide design standards and economic location criteria for big-box retail.

Large scale, big box retailing needs to have specific zoning and design standards imposed so that it fits into the community. Current policy has been to locate them along arterial streets, which overwhelms the city's visual character.

5-2-G-6 Ease transitions between commercial and surrounding areas.

Land use changes occur very abruptly between Cerrillos Road and St. Francis Drive, Cerrillos Road and Rodeo Road, and St. Francis Drive and St. Michael's Drive.

5-2-G-7 Preserve and enhance the natural amenities of Downtown. Protect air quality and regulate noise generating uses.

Making the Downtown a more pedestrian oriented area may mitigate noise and air pollution.

5-3 OFFICE AND INDUSTRIAL DEVELOPMENT

See also policies in Section 10.2 Economic Development.

5-3-G-1 Encourage large-scale office development and research and development facilities to locate in business parks at appropriate locations.

5-3-G-2 Encourage professional and administrative offices to locate in and near neighborhood centers.

5-3-G-3 Allow offices serving local needs within the community on specific "office only" sites and in neighborhood centers.

5-3-G-4 Provide appropriately located areas for a broad range of manufacturing, warehousing, and service uses to strengthen the city's economic base and provide employment opportunities for residents.

5-3-G-5 Designate and protect the supply of land suitable for industrial use by not allowing incompatible uses to locate in industrial areas.

5-3-G-6 Achieve compatibility between industrial development and surrounding neighborhoods through use and design standards, and performance requirements intended to minimize excessive noise, smoke, light, glare, and other adverse environmental impacts.

5.1 NEIGHBORHOOD AND RESIDENTIAL DEVELOPMENT

The traditional pattern of residential development consisted of adobe buildings lining narrow streets that were built with little or no setback. Residences were often built around a central patio, or placita. In the often harsh desert climate, the placita offered privacy and refuge from the dust and noise of the streets and formed the nucleus of activity. New rooms or separate structures were built around the placita to keep pace with the growing needs of the extended

families. Because of the pivotal role played by the placita in family and social activities, landscaping and fine architectural details were reserved for the area. Thus, facades of the residences along the streets often provided a deceptive impression of what lay inside. With this style, housing units could be built close to each other without sacrificing privacy. Remnants of this development pattern can be found in areas settled during the Colonial Period, such as the Canyon Road neighborhood and the area surrounding the Plaza (Sena Plaza, for instance).

Eastern settlers of the Territorial Period introduced residential yards. The increased distance between buildings and the streets provided ample space for street trees, which were introduced during the period. The Don Gaspar Avenue and the East Palace areas typify residential development of this period.

While the city had many subdivisions in the early 1900s, such as those along Santa Fe Avenue, the major increase of subdivisions did not arrive until after World War II. Neighborhoods built in the 1950s and 1960s maintained some architectural characteristics of traditional buildings by using elements such as adobe walls, but in structural organization (front and rear yards, with no central patios), they were more akin to their suburban counterparts elsewhere. This new pattern of development was also given impetus by the prevailing land use and zoning requirements of the time; for example, the 1946 General Plan, in a requirement atypical of much of the city's historical development character, required fairly generous yards (25-foot minimum front yards for typical 6,000-square-foot lots).

5.1.1 RESIDENTIAL AREAS

Four centuries of city history have resulted in a wide variety of neighborhoods and housing types. The earliest of these neighborhoods, adjacent to the river and acequias, were the result of the traditional, incremental growth of extended family settlement. Streets are small, winding, not uniform, and without any apparent system to their direction. The houses blend perfectly within this context, often being built right up to the street and close to each other. This high degree of density is balanced and muted by the use of walls to protect and enhance privacy. The housing units themselves are without an apparent plan in how they related to each other, yet they blend with each other in a unique and satisfying way. These are truly traditional Santa Fe neighborhoods.

Later, during the Territorial Period, larger-scale planned developments were laid out surrounding the Plaza and military headquarters. While the typical housing type in many of these is single-family (such as the Don Gaspar neighborhood), many other neighborhoods integrate single-family and multifamily, and small-lot and compound development (such as the East Palace and the East Alameda neighborhoods). Multifamily developments in these areas tend to be smaller-scaled compared to more recent ones, and because of the mature vegetation along Alameda and East Palace Avenue they tend to be less prominent and noticeable.

The hills to the east and northeast, which are one-half to three-quarters mile from the Plaza, are dotted with large-lot single-family residences, many along dirt roads. Sites that have ready access from streets are generally built out, and steep slopes preclude development of much of the land.

Except for scattered pockets of multifamily development along West Alameda, Manhattan Avenue, and Paseo de Peralta, larger developments are located two to three miles south of Downtown along St. Francis Drive, Cerrillos Road, and St. Michael's Drive. Emerging multifamily areas are located still farther to the south and southwest of Downtown in the St. Francis Drive/Rodeo Road area, on Zia Road, and in Tierra Contenta. In stark contrast to the integrated nature of the earlier neighborhoods, virtually the entire developed area south of Siringo Road and west of Old Pecos Trail is characterized by either low-density or rural residential development, with high-density residential and commercial development lining the arterial streets. Disconnected streets, cul-de-sacs, and wide arterials are the norm; sound walls (such as those along Zia Road) are not uncommon.

Mobile homes, which provide affordable housing, are generally located in the southern and southwestern sectors. Mobile homes are considered special exceptions with Board of Adjustment approval in all residential districts excluding the H district.

5.1.2 COMPARATIVE EVALUATION OF RESIDENTIAL DEVELOPMENT

To evaluate the structural components of urban form for residential development, six neighborhoods representing different phases of Santa Fe's history were analyzed as part of background studies for the General Plan (Figure 5-1). Key results of the analysis are presented below and are used as a basis for policies, standards, and guidelines contained in the Plan; for the detailed evaluation, refer to *Working Paper: Existing Conditions and Planning Issues – Urban Area and Extraterritorial Zone,* June 1995.

The six neighborhoods studied are:

1. **Don Gaspar.** Located south of the Downtown, Don Gaspar is a neighborhood of narrow streets on a modified orthogonal grid built towards the end of the nineteenth century. Houses here represent a variety of styles – vernacular adobe, Victorian, Spanish Pueblo Revival, ranch style. Some of the residences have been converted to offices.

2. **East Palace.** The analysis unit consists of two distinct but related areas – the East Palace neighborhood and part of Canyon Road – separated by the Santa Fe River, which flows east-west through the middle. East Palace was established in the late 1800s when a number of fairly grand Victorian houses were built. Much of the vegetation in the area is mature.

3. **West San Francisco.** The West San Francisco neighborhood lies immediately west of Downtown. Because of the presence of the Santa Fe River, several arroyos, and major arterials, such as Paseo de Peralta, many of the local streets are dead-end. The great variety in housing types in the neighborhood is a result of piecemeal and family lot splits over time rather than a single development.

4. **Casa Solana.** Casa Solana, built in the early 1950s, is located in a moderately hilly area to the northwest of Downtown. Garages in the neighborhood are prominent and visible from the streets. Local streets are fairly generous and parking is permitted on both sides of streets.

5. **Sol y Lomas.** Sol y Lomas is a rural neighborhood located in the southern part of the city between Arroyo de los Chamisos and Interstate 25. The neighborhood is mixed-income with large lots, dirt streets, no sidewalks, and a rural feeling. The houses are mostly modest suburban ranch-style, with some pueblo-revival styles borrowed from the 1910s. Low-growing native vegetation and a feeling of openness predominate the neighborhood.

6. **Bellamah.** Built in the 1970s and 1980s and commonly referred to after the developer who built it, Bellamah is the most recently developed neighborhood in this analysis. The neighborhood consists of small moderately priced houses. Local streets are wider and yard trees are few, although small median strips between the concrete sidewalk and street have trees such as poplars.

The following analysis compares key structural aspects of neighborhood form.

Overall Development Pattern

The neighborhoods analyzed here represent a transition from traditional Spanish development to more conventional late-twentieth century subdivision design.

Because of topography and development history, the earlier neighborhoods – Don Gaspar, East Palace, and West San Francisco – are very different from each other in their development pattern. Don Gaspar is a single-family neighborhood with a modified grid pattern of narrow, often winding, through streets and short blocks. East Palace is a more heterogeneous neighborhood with a greater variety of housing types and lot sizes as well as settings that range from the urban to the rural. West San Francisco is a neighborhood of smaller lots with houses that come close to the street. All neighborhoods also have a variety of architectural styles. Local streets in all of these neighborhoods are generally narrow, and except where interrupted by topography, they are well-connected to other local streets and the surrounding neighborhoods.

Casa Solana symbolizes the transition to a more suburban style of street layout. While none of the streets are dead-end, they are not continuous for more than two to three blocks. The loop-style network also discourages any through traffic, although some residents would argue that it does not. In Bellamah, the transition to a loop- and cul-de-sac style of development is complete.

Number of Blocks

For the purpose of this analysis, blocks are areas completely surrounded by streets. Don Gaspar has a significantly higher number of blocks compared to any other neighborhood. The average gross block size (including streets) in the neighborhood is about 3.1 acres. Except for Sol y Lomas, which is a rural neighborhood, the number of blocks in the other neighborhoods are comparable.

Street Length

Although Don Gaspar has about twice as many blocks as the other neighborhoods, the total length of streets in the neighborhood is only six to 25 percent greater than the others (except for the rural Sol y Lomas). In effect, the total land devoted to streets in the neighborhood is less than that in Casa Solana and in Bellamah because of wider streets in these neighborhoods. Thus, it is not the total length of the streets in neighborhood that defines its urban structure, but the manner in which the streets are laid out. Traditional layouts in Santa Fe actually take less space than the more conventional subdivision layouts.

Density

At 6.0 units per gross[1] acre, East Palace has the highest overall density of any neighborhood in the analysis. But, because of the mature vegetation in the neighborhood, the small size of the high-density developments, and the location of higher density developments (such as the La Vereda compound) away from major streets such as East Palace Avenue and Alameda, most people would perceive the density as being considerably lower than in many other neighborhoods. Although Bellamah has some of the smallest lots of any neighborhood in this analysis, because of wider streets, its density is barely 2.6 units per gross acre, less than half the overall density of East Palace and West San Francisco. Despite the difficult terrain and some rural development, the East Palace neighborhood accommodates about 2.3 times as many housing units per gross acre as the Bellamah neighborhood.

Intersections

The number of street intersections in a neighborhood is a measure of its explorability and the ability of residents to reach destinations within the neighborhoods with short routes. Each intersection is a decision-making spot, offering a choice.

Counting each T-intersection as 0.5, the Don Gaspar area has 22 intersections, more than twice the number of intersections in Bellamah or East Palace. Thus, in Don Gaspar, residents are offered a fair number of route choices as well as shorter distances to different points within the neighborhood. On the other hand, in Bellamah a resident living at the end of a cul-de-sac may have to go around a few large blocks (a distance of more than half a mile in the neighborhood) to get to a house with which the resident may share a common rear-yard wall. Thus, residents in neighborhoods such as Bellamah are likely to be dependent on using the automobile to get to destinations that may be just a few hundred feet away.

Through Streets

This topic is of special significance given the general lack of through streets in the city. Through streets are few in most neighborhoods, new or old. However, in a neighborhood like

[1] Including land devoted to streets and other public rights-of-way, but excluding land devoted to nonresidential uses.

Don Gaspar (with three through streets) it is possible to get through the neighborhood on most streets with some turns and jogs because few streets are dead-end. That Casa Solana was designed to keep out through traffic is apparent by the nonexistence of any through streets.

Neighborhood Accessibility

Neighborhood accessibility here is defined as entrance by streets that connect to at least one other street in the neighborhood. Accessibility measures how well the neighborhood connects to its neighbors; the higher the number of connecting points, the less introverted the neighborhood. Because Casa Solana with its loops and Bellamah with both loops and cul-de-sacs have been consciously designed to reduce accessibility, it is not surprising that their accessibility is much lower than that of the neighborhoods built prior to the 1950s. Don Gaspar has 2.5 times as many access points as Bellamah.

Garages

Garages became common in Santa Fe with subdivisions such as Casa Solana that were built in the 1950s. With increasing automobile ownership and the reduction in lot sizes that has accompanied increased land values, in many new neighborhoods garages are placed at the front of the house. The visual problem is compounded when two- or three-car garages are built on narrow lots, such as in Bellamah.

5.1.3 BUILDING AND PRESERVING NEIGHBORHOODS

Preserving and enhancing neighborhoods is a fundamental concern of this document. In several public meetings, residents stated that they would like the city to “approve neighborhoods, not subdivisions,” and to orient development in the community to foster public life.

Some of the organizing principles behind residential development and neighborhoods depicted on Future Land Use (Figure 3-2) and in the policies that follow:

- City comprised of a cooperative network of neighborhoods related to the human-scale, and focused on a core with essential neighborhoods services,
- Mix of housing types in all neighborhoods,
- Neighborhoods and uses located to foster transit-friendly development,
- Clustering to protect valuable natural resources and open space,
- Promotion of small-lot single-family dwellings,
- Encouragement of shorter blocks, and
- Minimization of noise impacts.

Photographs

Photographs

5.1.4 NEIGHBORHOOD DESIGN

Neighborhood Centers

A neighborhood focal point would be a well-defined mixed-use center, serving a population of 8,000 to 10,000 residents, organized around publicly-oriented uses and open spaces. On the Future Land Use (Figure 3-2), the centers are represented with a quarter- and half-mile radii – distances covered by foot in five or ten minutes by most people. Each center in the new neighborhood would have an eight- to 14-acre core, which could include a supermarket or drugstore, a variety of other smaller tenants, such as video stores, bakeries, and restaurants, and other neighborhood-serving functions, such as medical, dental, and real-estate offices. Community facilities such as elementary schools and neighborhood parks would be nearby. The centers are located along transit-intensive corridors. Residential uses on upper floors are permitted and even encouraged in the cores. Table 5.1 shows uses in the Neighborhood Center, and Table 5.2 shows buildout of a typical neighborhood center.

TABLE 5.1
INTENSITIES AND MIX OF USES IN NEIGHBORHOOD CENTERS

Use	Mixed-Use Core	Center Outside Core[a]
Commercial	Yes	No
Office	Yes	No
Residential	Yes	Yes
	None on the first floor	
Maximum Floor Area Ratio (Nonresidential uses)	0.5	—
Maximum Residential Density (units/gross acre)	14	Varies

[a] Area within quarter-mile radius of the Mixed-Use Core.

Note: Combined maximum Floor Area Ratio and residential density may not be achievable because of height, site coverage, parking, or other requirements. The intent in providing these maximums is to permit a greater level of flexibility for a mix of uses.

The cores are to be accessible from collector or arterial streets, without being split up by them. They will be centered around a plaza or in the form of a pedestrian-oriented spine, such as Canyon Road. Proximity to collector streets would ensure that stores and offices are accessible to those who drive to them and that service trucks can reach the centers without impacting local streets. At the same time, residents would not need to walk across a four-lane arterial to reach a supermarket.

TABLE 5.2
TYPICAL BUILDOUT OF A QUARTER-MILE RADIUS NEIGHBORHOOD CENTER

Use	Land Area (acres)	Housing Units
Low Density	30	150
Medium Density	35	350
High Density	15	300
Total Residential	80	800
Mixed Use Neighborhood Core	12	
Parks and Schools	15	

Proximity of Residences to Centers

To minimize trip-lengths and bring a larger number of residents closer to centers, so they can bike or walk to shops and offices, the Plan designates sites for higher-density residential development in close proximity to each mixed-use commercial core in new neighborhoods. In new neighborhoods, about 35-40 percent of the housing units would be within a quarter-mile walking distance of a neighborhood core. The centers are intended to contain a variety of housing types at an average density of 12 to 15 units per gross acre (Table 5.2).

Residential Prototypes

Figure 5-2 illustrates housing types covering the range of General Plan urban residential land use classifications. As the figure shows, given appropriate site configuration and supportive development standards in the Zoning Ordinance, it should be possible to accommodate most Plan densities with single-family housing types. However, multifamily housing types would be used at the high end of the High Density Residential use classification (at 29 units per gross acre). The illustrations show single-family detached and attached residences and townhomes (that is, units are not stacked one above the other), with parking access from the front or rear via alleys. All prototypes have two covered parking spaces on the lot; in some prototypes, additional off-street spaces can be accommodated by parking in tandem. Parking requirements for different housing types will be specified in the Zoning Ordinance. All prototypes also have private open space, and individual pedestrian and automobile access. Living areas of residences front the streets, and the visual domination of garages is limited. The prototypes depict a range of available choices and are not meant to limit possibilities or creative design solutions.

5.1.5 NEIGHBORHOOD CENTERS: DESIGN GUIDELINES AND STANDARDS

A Neighborhood Center is the focal point of a residential neighborhood, compatible and in scale with the surrounding neighborhood. It provides for a mix of residential, convenience shopping, and service uses; easy accessibility to neighborhood residents and transit riders; and an environment that is hospitable to pedestrians and bicyclists.

Photographs

Neighborhood centers may be nodal or linear in form. The Downtown and to a certain extent the Cordova Shopping Center are examples of nodal centers; Canyon Road is an example of a neighborhood-scaled linear center, although many of the current uses are no longer neighborhood oriented.

NEIGHBORHOOD CENTERS: DESIGN GUIDELINES AND STANDARDS

	Guideline	Standard
DESIGN OF STRUCTURES		
Size and Scale	Buildings should be fine-grained and not appear large and monolithic. Details, signage, materials, individualized store fronts and entrances, display windows, recesses, upper-story setbacks, windows, awnings, color, etc., can all be used to keep the scale at a pedestrian level. Match or respond to established cornice heights in commercial areas. Developments, residential or commercial, should not be fenced or walled from public streets and rights-of-way.	Stores approximately 20,000 square feet or less, except one or two anchor stores such as a supermarket and /or drugstore in each center that can be larger.
Location	--	Neighborhood centers not to be located within three-quarter mile of an existing center, with a supermarket no closer than one mile to an existing supermarket
Massing	Project edges should be designed to facilitate integration with the surroundings.	See development standards in the Zoning Ordinance.
Front Setback	All structures with nonresidential uses should be built to provide a continuous frontage along public rights-of-way. Low adobe walls or fences to separate outdoor seating areas may be used if they are low (generally less than four feet in height) and suggest spatial demarcation without physical separation.	Not more than ten feet. Greater setback permitted for outdoor seating, plazas, and other specified pedestrian activities.
Portals	Where provided, portals should run the entire length of a block.	Required along buildings facing a plaza or community center; encouraged on the other sides.
Transparency	Blank walls, reflective glass, and other opaque surfaces at the ground level along street frontages should be avoided.	Blank facades no more than 16 feet in width.

NEIGHBORHOOD CENTERS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
Entrances and Doorways	Frequent entrances to buildings are desirable. Entrances to the rear of buildings from parking courts should not substitute for entrance(s) from a street.	At least 18 doorways per 1,000 lineal feet of building facing the street.
Residential Developments	Residential projects, single- or multifamily, should generally be no larger than 100 units. Developments larger than this shall be designed as smaller, visually distinct, and independently accessible clusters. Each project application should demonstrate connections from the project to the city bikeway system and transit. Consolidated parking in higher density residential projects should be located away from the streets. Development should be oriented to streets, sidewalks, and public spaces. Site planning and architectural design should ensure that developments provide street frontages of interest to both pedestrians and neighboring residents. Buildings should be oriented to streets and each dwelling must have direct visual access to either a public sidewalk or a compound courtyard. Some dwellings on each site must front and face the adjoining public street and sidewalk. If entrance to individual buildings or dwellings is through a courtyard, the courtyard should open directly to a public street or sidewalk.	--
USES AND INTENSITIES		
Land Use and Mix	Mixed-use developments are encouraged. The General Plan provides incentives for a mix of uses. Regional commercial uses are discouraged. The appropriate location of such uses is in Community and Regional Commercial centers, not Neighborhood centers.	Permitted uses include residential, local retail businesses, and professional, business, and service establishments (see Section 4.1 for details).
Ground Floor Use	"Dead" uses such as storage, garages, and service areas should be located away from public streets and view. Contiguous location of retail in neighborhood centers is encouraged.	Street-level retail and service uses required in the core area of the centers. Other uses allowed at street level provided they occupy no more than 25 percent of the building frontage.

NEIGHBORHOOD CENTERS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
PARKING		
Location	--	Majority to be located at the rear of building, with the exception of bicycle parking, which should be provided in front of stores in highly visible locations.
Access	At all new or redeveloped commercial sites, eliminate curb-cuts and access to parking lots along commercial frontage where access from alleys or side streets is available.	Access to be provided as follows: • Alley • Local street • Nontransit designated arterial/collector street
Screening	Screen all parking, surface or structured, from view from any street or sidewalk, by trees and shrubs. Walls, alone, should not be used as screening devices. In all residential developments, alternatives to front garages, such as access from alleys, side drives with parking in the rear, and tandem parking, are encouraged.	See landscape development standards in the City Code.

5.1.6 RESIDENTIAL NEIGHBORHOOD: DESIGN GUIDELINES AND STANDARDS

Thoughtful design and a community orientation are essential to creating pleasant and successful neighborhoods. Shared objectives and agreed-on design principles can help direct individual efforts towards a large whole neighborhood that promotes walking and provides access to service, streets that are shaded and safe to use, and development integrated with the surroundings rather than cut-off from them.

RESIDENTIAL NEIGHBORHOODS: DESIGN GUIDELINES AND STANDARDS

	Guideline	Standard
Layout and Integration with Surroundings	Continue and extend the surrounding street-grid into the neighborhoods where feasible. Provide sidewalks along one side (preferably west and north) of public and private streets, except along alleys. Cul-de-sacs at project edges, where connection to other streets is feasible, are not encouraged. Encourage the use of a traditional street networks, including: narrow streets, alleys, and hammer head turn arounds. Sites should not be fenced or walled from neighborhood streets, sidewalks, or alleys; suggestive demarcation of space using low adobe walls is acceptable.	At least one "through street" (i.e., street that runs through the entire stretch of a development) every 1,000 feet of any development (except on hillsides). Maximum block size in new development limited to approximately 200 feet by 525 feet (roughly one-tenth of a mile). At least two access points for every ten acres of development. Proportion of loop streets, hammerheads, and cul-de-sacs shall be limited. . "Gated" developments not permitted.
Project Size	--	Residential projects, single-family or multifamily, no larger than 100 units. Developments larger than this shall be designed, approved, and managed as separate projects, visually distinct and independently accessible.
Focus	Focus provided by a neighborhood mixed-use center, or park or plaza.	--
Safety and Security	Provide traffic calming devices such as speed-bumps, rather than promoting cul-de-sacs.	--
Relationship of Parking and Buildings	Streets should be lined with living areas rather than garages to promote visual interest and safety. Alternatives to front garages, such as access from alleys, side drives with parking in the rear, hammerhead entryways, and tandem parking and more traditional design are encouraged. Provision of more frequent streets will not result in an overall reduction of development potential since Plan densities are stipulated in housing units per gross acre.	--

RESIDENTIAL NEIGHBORHOODS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
PEDESTRIAN AND BICYCLE ACCESS		
Pedestrian	Encourage pedestrian use by enhancing walkways within the neighborhood. Introduce measures which slow or reduce traffic flow (curb parking, speed bumps, traffic speeds, etc.)	Bicycle and pedestrian connections required at the end of cul-de-sacs.
Bicycle	--	Connection to city bikeway system required.
Transit	Provide informational transit signage.	--
BUILDINGS		
Massing	Developments should generally be broken down into small clusters, independently accessible and integrated with the surroundings with direct circulation and visual connection between buildings, streets, sidewalks, and open space. Superblock-style developments with large-scale internal circulation systems are discouraged. Project edges should be designed to help integration with the surroundings.	To be established in the City Code.
Housing Types	Housing types and density serving a variety of income and age group should be integrated rather than separated.	--
Entrances	Promote courtyard or placitas that are not accessible by automobiles and provide a variety of size, style, and shape and a degree of public access and visibility.	If access to a high-density residential project is from a compound or courtyard, there shall be a variety of courtyard access points and visibility to a public street or sidewalk. The number of units sharing a directly accessible building entrance or stairway is limited to eight.

RESIDENTIAL NEIGHBORHOODS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
GARAGES		
Opening	Parking should be integrated and accessible to pedestrians from outside the neighborhood.	Garage width openings facing public streets are normally limited to no more than 20 feet or one-third the lot width, whichever is less; recessed garages can be wider so long as the width visible from the front does not exceed the maximum.

5.2 DOWNTOWN AND COMMERCIAL DEVELOPMENT

5.2.1 EXISTING COMMERCIAL ACTIVITY

Commercial activity is centered in the Downtown and strips along Cerrillos Road (which extends from Downtown to Interstate 25) and St. Michael's Drive. A few other shopping centers are also located along other major streets, such as Guadalupe Street, Alameda Street and St. Francis Drive. Much of the retail activity in the Downtown consists of specialty or tourism-oriented stores. Many major hotels are also located Downtown. Most commercial activity in the Extraterritorial Zone is located close to the city, such as the Santa Fe Factory Stores, which lie just south of the city limits, and commercial areas near the Airport and in Agua Fria. The largest commercial centers in satellite locations are the El Dorado Supermarket and the Tesuque Community Center, which has one market/restaurant and one other restaurant.

Most hotels outside of Downtown, as well as the malls (Villa Linda and Santa Fe Factory Stores) and big-box retail (such as Wal-Mart) are found in a continuous four-mile stretch along Cerrillos Road, which is a six-lane wide street running from Interstate 25 to Downtown. The street is dominated by signs and buildings largely separated from the street by large-sized parking lots. While the street is fairly similar to "strips" found in other cities, in Santa Fe this character stands in sharp contrast to the traditional pattern of buildings and mix of uses, short blocks, and streets lined with portals, such as in Downtown and to a limited extent along Canyon Road.

Almost all commercial development on Cerrillos Road south of Paseo de Peralta and along St. Michael's Drive is less than 40 years old. The development pattern of commercial activity along these streets is no accident; as far back as 1947, the city's General Plan sought to extend almost all new commercial development south of the city on either side of Cerrillos Road. The 1983 General Plan calls for commercial districts "along major city corridors where commercial uses have been established" within a corridor 600 feet from the streets.

5.2.2 MAJOR EMPLOYMENT CENTERS

Of the urban area's estimated 36,500 jobs, about 55 percent are located in centers employing 1,000 or more persons. Outside of the Downtown, these centers are located along Cerrillos Road and St. Michael's Drive. About a third of the total jobs are located in the Business Capitol District. Major employment centers in the Urban Area are:

- **Business Capitol District.** Total employment in this area is about 6,400 jobs.
- **South Capitol Complex.** An estimated 4,200 jobs are located here.
- **St. Michael's Drive/St. Francis Drive.** Estimated employment is 1,800 jobs.
- **St. Vincent's Hospital.** An estimated 1,650 jobs are located in the hospital and its vicinity.
- **College of Santa Fe.** There are an estimated 1,150 jobs in this area.
- **Rufina/Siler Road.** There are an estimated 3,400 jobs located in this area. Much of the area is vacant.
- **Villa Linda Mall/Valdes Industrial Park.** There are an estimated 1,700 jobs in this area.

5.2.3 NEW COMMERCIAL DEVELOPMENT

Neighborhood Center Development

Figure 5-3 shows existing and proposed neighborhood-serving commercial centers in the Urban Area. These are at least 60,000 square feet in size and contain at least one supermarket. The regional Villa Linda Mall includes a number of neighborhood-serving uses, such as a pharmacy, but not a supermarket. The figure also shows half- and one-mile radii around the centers; the half-mile radius represents an average ten-minute walking distance.

This document locates new neighborhood commercial centers to increase access to neighborhood services for both existing and new residences. The General Plan provides sites for new neighborhood centers in new and existing neighborhoods; additional neighborhood commercial development may also take place in the community commercial centers.

Community Commercial Development

The General Plan envisions creation of community commercial centers, as opposed to the strip-form of development that has been the norm in the city for the last three decades. The centers are expected to provide greater identity and individuality. Standards and guidelines that follow will ensure that the centers are designed to be pedestrian- and transit-friendly, and closely integrated with the surroundings. Wholesale ("big-box") retail uses, such as Sam's Club and Wal-Mart, are not permitted in neighborhood centers and community commercial centers.

5.2.4 COMPARATIVE EVALUATION OF COMMERCIAL DEVELOPMENT

To better understand existing types of commercial and industrial development in Santa Fe, six representative commercial areas and two industrial areas were selected for study at 1" = 1,000' scale (Figure 5-4). Various quantifiable characteristics were charted, including number of intersections, through streets, blocks, and access points. These provide clues to the use, scale, density, and to some extent, urban character. Certain conclusions are suggested by these charts regarding pedestrian scale, sense of community, attractive streetscape, and potential for ongoing change and growth. Issues are also raised regarding vehicular access and convenience, as well as type and extent of regulations.

The traditional commercial urban development in Santa Fe is exemplified by the area around the Plaza and Canyon Road. This traditional type is characterized by buildings defining space (the Plaza and the streets) and by a sense of enclosure. Setbacks of the buildings from the street are minimal, and buildings and streets are human-scaled. On the other end of the spectrum are more recent suburban-styled developments located along St. Michael's Drive and Cerrillos Road, and the shopping malls, such as Villa Linda Mall and Wal-Mart.

Traditional Commercial Centers

Downtown, Canyon Road, and to some extent Second Street, are the types of commercial settings that encourage small businesses and adaptability, with lots of interaction and choices for people. The sheer number of intersections in the Downtown study area (40 intersections in 100 acres) is indicative of the choices it provides. Residences are either mixed-in or within walking distance.

Suburban-styled Centers

The suburban development type is characterized by fewer intersections, fewer store entrances from the street, and separation of buildings from the street by huge parking lots. These centers are not designed for the pedestrian and can only be traveled comfortably in a car.

Hybrid Centers

Cordova Shopping Center, characteristic of shopping centers 20 to 30 years ago, is a hybrid between a commercial center and a strip development facing the street but well back from the street, with a median setback of 110 feet.

If one compares the Cordova Shopping Center study area to Downtown, the number of intersections is less than half of Downtown and the number of through streets is similar, suggesting less urban vitality than Downtown, but more than the typical suburban shopping development.

Comparative Evaluation

Figure 5-5 compares the structural urban design components that show differences in street life of a building or place. For example, looking at the number of doorways in a given distance of building frontage, Downtown has the most at 33, then Canyon Road followed by Cordova. Wal-Mart has the least, with Valdes a close second. Even though there are many doorways inside Villa Linda, which contributes to the mall atmosphere, it is essentially nonstreet oriented. The number of businesses and dwellings per acre also indicates the level of activity and vitality. Downtown is the most intense and has the most businesses and dwellings per ten acres, while Wal-Mart and Villa Linda have the least number of businesses in a ten-acre analysis area. The statistics consistently suggest that historically Downtown, Canyon Road, and presently Second Street and Cordova are commercial districts most vitally integrated into the fabric of the city.

5.2.5 COMMUNITY COMMERCIAL CENTERS: DESIGN GUIDELINES AND STANDARDS

The vision for commercial and neighborhood centers is of community-friendly, transit-accessible, sustainable, and livable communities – areas that offer commercial amenities within walking distance of residences and are scaled and designed for pedestrian interest, comfort, and safety. Historic Downtown and Canyon Road are fine examples of such development types.

In contrast, most centers built in the last three decades are isolated from their surroundings, with residential and commercial uses isolated from each other. Many of the centers have been designed without regard for pedestrian, bicycle, or transit accessibility, or for Santa Fe's unique character and the scale and character of adjoining neighborhoods. Well-designed centers can also decrease the number and length of automobile trips, with resultant benefits in air quality, energy savings, and decreased need for land devoted to parking. More importantly, they can strengthen the identity of neighborhoods and provide an environment that enhances everyday work, shopping, and recreation.

The realization of this vision will require fundamental changes in the way centers are planned and built, and coordinated public and private efforts. General design principles proposed to guide both large-scale development and redevelopment, as well as smaller-scaled incremental changes in the centers, are:

- Give priority to pedestrians, bicyclists, and transit riders in all centers over the automobile.
- Knit the centers into the urban fabric of the city by extending adjoining streets into developments, building close to public streets and sidewalks, setting parking behind buildings, and match the grain, scale, and character of the surroundings.
- Where feasible, overlay or introduce a traditional street grid (private or public) to shorten blocks, divide large parcels into a finer grain, and provide frontages for additional pedestrian-oriented development.

Photographs

- Use buildings and trees to provide definition to pedestrian and transit-intensive corridors delineated on Future Land Use (Figure 3-2).
- Concentrate pedestrian activity in the centers, and create a plaza, park, or open space as a focus in all centers.
- Recognize the value of streets as public open spaces that form the building blocks of the community, and provide pedestrian amenities, lighting, and landscaping.
- Use trees, shrubs, and other landscape elements to provide identity, delineate edges, and define entrances and movement corridors.
- Respond to the unique character of individual centers by:
    - Preserving historic structures, artifacts, and landscapes that add to the character and richness of the environment; and
    - Retaining views of the mountains and natural features such as arroyos and topography by creating viewpoints and view corridors.
- Capitalize on the economic value of storefront merchandising by expanding sidewalk-oriented commercial uses, specifically:
    - Enhance and develop traditional blocks of storefronts with frequent pedestrian entries; store windows with portals, awnings, or canopies; and pedestrian-oriented signage;
    - Provide continuity in pedestrian-oriented frontages, avoiding blank walls, parking lots, and sidewalk setbacks; and
    - Design buildings to accommodate smaller businesses catering to nearby neighborhoods (no “big box” retail over 75,000 square feet).
- Fill the “gaps” in pedestrian orientation (blank walls and parking lots) with wall graphics, signage, artwork, and landscaping, where appropriate.
- Create new pedestrian and bike ways through centers, connecting them to adjacent neighborhoods, and provide bicycle racks or storage units near transit stops and activity centers.

In addition, the City Code may contain regulations and incentives for intensification within centers and standards for community- and pedestrian-oriented design and transit-supportive development. These could include:

- Reducing front setback requirements to bring buildings closer to the street;
- Requiring pedestrian circulation;
- Offering floor area ratio incentives for certain use mixes, as outlined in Section 4.1 Evolution of the Land Use Pattern and Section 4.4 Land Use Classifications;
- Offering additional floor area ratio incentives for structure/underground parking and public amenities and housing; and

- Setting parking "lids" and providing incentives for reduced parking, keyed to the transportation demand management provisions (see Section 7.2 Transit and Transportation and Section 7.4 Parking), and requiring amenities for bicyclists, including parking.

Community Commercial Centers

Community Commercial Centers are concentrations of residential and commercial development that serve many nearby neighborhoods and generally include unique attractions that draw people. Aside from the Downtown, Santa Fe has few commercial "centers"; virtually all existing community commercial development, such as Sam's Club and Wal-Mart, stretches in strip form along arterial streets. This is in stark contrast to the traditional Santa Fe fabric of small blocks, buildings with individual entrances, and building-defined street edges. For example, Villa Linda mall is situated in a sea of parking and has only one block compared to 34 blocks in 100 acres in the Downtown; all development is in one building with a footprint that is close to 30 acres in size.

In addition to new development, opportunities exist in many Community Commercial Centers to introduce new (public or private) streets to knit the centers into the fabric of adjacent neighborhood areas. This change offers a viable alternative to the automobile and would encourage walking and bicycling between the centers, transit stops, and surrounding residential areas. Reducing automobile trips and providing efficient parking layouts result in additional land being available for commercial development and expansion. In turn, use intensification can increase transit ridership.

COMMUNITY COMMERCIAL CENTERS: DESIGN GUIDELINES AND STANDARDS

	Guideline	Standard
LAYOUT, STREETS, AND BLOCK SIZE		
Layout and Integration with Surroundings	Continue and extend the surrounding street grid into the centers where feasible. Provide a fine-grained urban environment with streets and sidewalks sized and designed to promote outdoor use and walking. Provide sidewalks along all streets, public and private, except along alleys. For sidewalk width, see the city's Engineering Standards. Provide midblock pedestrian connections through large blocks. Keep the number of private driveways and curb-cuts along principal streets to a minimum. Cul-de-sacs, where connection to other streets is feasible, are not permitted. Sites should not be fenced or walled from streets, sidewalks, or alleys.	Blocks should be approximately 600 by 400 feet. At 0.5 floor area ratio (i.e., without incentives), this would still allow 240,000 square feet of floor area. Sites should be broken down by a network of closely spaced streets, approximately 400 feet apart.

COMMUNITY COMMERCIAL CENTERS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
Focus	Provide an open-to-sky walkway or a plaza, surrounded by small stores, cafes, etc., that is pedestrian-oriented and acts as a focus of the center.	--
Safety and Security	Encourage sidewalk-oriented commercial storefronts to attract pedestrians and provide "eyes on the street." Orient buildings to the streets, and avoid niches and concealed areas which encourage loitering. Provide clearly marked and well-lit crosswalks at all intersections.	--
Relationship of Parking and Buildings	Do not locate new buildings as isolated islands in parking lots.	--
PEDESTRIAN AND BICYCLE ACCESS		
Pedestrian	Encourage pedestrian use by enhancing walkways within the center. Introduce measures which slow or reduce traffic flow (curb parking, speed bumps, etc.).	Pedestrian entrances located as close to transit stops as feasible.
Bicycle	Develop bicycle entries and through-center bicycle access routes that ensure safe passage through centers, specifically: • At vehicular entry points, provide striped lanes for bicycle access. • Provide signage throughout centers and striped pavement within centers to indicate bicycle routes. • Provide bicycle parking at regular intervals near individual entries.	--
Transit	Locate informational transit signage within each center.	--
BUILDINGS		
Size and Scale	Individualize store fronts and entrances. Maintain a pedestrian scale.	--
Massing	Maintain a minimum two-story height along arterial, transit-oriented, and transit-intensive streets. Project edges should be designed to integrate with the surroundings.	To be established in the City Code.
Front Setback	Location of greater building frontage at property lines adjacent to public rights-of-way is encouraged. Where buildings do not come up to property lines adjacent to public rights-of-way, parking should be set back a minimum 10 feet, and screened by trees and shrubs. Frequent pedestrian access to the parking from public streets should be provided.	None required. Twenty-five percent of building frontage along any public street (except for alleys) must be located at the property line. Design to prevent ice build-up on sidewalks and roads.

COMMUNITY COMMERCIAL CENTERS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
Transparency	Blank walls, reflective glass, and other opaque surfaces at the ground level along street frontages should be avoided.	No more than 50 percent of the ground level of a building fronting a public right-of-way shall be blank.
Entrances	Frequent entrances to the centers from streets and sidewalks and into buildings are desirable. All buildings that front public rights-of-way should be accessible from the public sidewalk or the street. Entrances to the rear of buildings from parking courts should not substitute for entrance(s) from a street.	At least 12 entrances per 1,000 lineal feet of building along a public street.
Portals	Use traditional Santa Fe architectural elements such as portals for weather protection and for defining store fronts, and use part of the sidewalk as a pedestrian enclave.	--
USES AND INTENSITIES		
Land Use and Mix	Mixed-use developments are encouraged. The City Code provides incentives for a mix of uses. No "big-box" retail over 75,000 square feet in neighborhood centers and community commercial centers. Big -box retail will be allowed in designated areas within the Redevelopment Areas of Cerrillos Road and St. Michael's Drive.	Permitted uses include commercial and retail businesses intended to serve nearby neighborhoods, and attractions that draw people from throughout the city. Residential uses also are permitted subject to appropriate standards. See Section 4-5: Land Use Classifications
Ground Floor Use	"Dead" uses such as storage, garages, and service areas should be located away from public streets and off-site view. All retail activity in a center should be located within a quarter mile radius and be contiguous.	For buildings within approximately 100 feet of designated transit-intensive streets, street-level retail and service uses are required.
PARKING		
Location	Structured parking is encouraged. Building intensity incentives for this may be provided in the City Code. Structured parking, where provided, should be set back from the streets and ideally located to the side or behind retail, commercial, and other buildings.	A majority to be located at the rear of the building.

COMMUNITY COMMERCIAL CENTERS: DESIGN GUIDELINES AND STANDARDS		
	Guideline	**Standard**
Access	Parking should be integrated and accessible to pedestrians from outside the centers.	Access to be as follows: • Alley • Nonarterial street • Nontransit designated arterial street
Screening	Screen all parking, surface or structured, from view from any street or sidewalk by trees and shrubs. Walls should not be used alone as screening devices.	See landscape development standards in the City Code.
Size	Surface parking should be broken into smaller "rooms," generally no larger than 200 feet in width.	

5.3 OFFICE, BUSINESS PARK, AND INDUSTRIAL DEVELOPMENT

Also see Section 4.5 Use Classifications, Section 10.2 Economic Development, and the city's Economic Development Plan.

To sustain economic development, there will be an increasing need for new office space, both in free-standing office buildings within existing commercial areas and in new business parks. Sites that can accommodate flexible office space and research and development facilities will be needed in order to diversify the local economy.

Future Land Use (Figure 3-2) provides about 230 acres for freestanding office development. Additional office space is provided Downtown, in neighborhood centers, and in business parks. Offices are also permitted in Community Commercial areas where new office uses may be located above the first floor or as a secondary use in multitenant buildings in order to promote retail continuity at the street level.

Because employment intensity (building space per employee) and site configuration, access, and other requirements for industrial uses vary dramatically, this document provides about 600 acres of land for new industrial development in a variety of settings and locations. Sites east of the Municipal Airport are reserved for business park establishments.

Plan policies also seek to increase the supply of prezoned, "ready-to-go" industrial land to enhance Santa Fe's competitiveness and decrease start-up time for new industrial development.

5.4 IMPLEMENTING URBAN DESIGN POLICIES, GUIDELINES, AND STANDARDS

The urban design framework outlined in this chapter reflects a desire to achieve a particular goal, and implementation of the policies and the guidelines will require a sincere commitment, openness, and cooperation between the city, businesses, and residents.

The design guidelines will be implemented incrementally, as centers are developed/ redeveloped. While large-scale developments will provide opportunities for a full realization of the guidelines and the standards in this chapter and in the City Code, small-scale site-level changes can also make important contributions to the vitality and community-friendliness of the centers. The Urban Design elements in the policies, guidelines and standards seek to reestablish traditional Santa Fe neighborhood values and heighten a sense of community. Incentives and bonuses provided in the City Code will ensure that development is in accord with the policies and guidelines and will not only benefit the community at large, but also benefit project proponents economically.

The design guidelines and standards will be incorporated in the City Code, by reference. The City Code will contain development standards relating to building heights and setbacks, and may contain additional design standards.

The design guidelines and standards should, over time, lead to the creation of vibrant centers that will encourage Santa Fe residents to walk or bike to stores, and take the bus for a trip Downtown or to another center. Residents will be able to live close to employment and commercial centers.

While implementing the design guidelines and standards, three additional points should be considered:

- **Participation.** An ongoing program for the participation of affected stakeholders should be established. Neighborhood residents and organizations, businesses and business organizations, institutions, and property owners should be included in the decision-making process. The guidelines and standards should also be integrated into neighborhood and area plans.
- **Partnerships.** Clearly the implementation of these guidelines and standards will require formal and informal interagency agreements, private-public partnerships, and neighborhood and civic partnerships. It will also require a shared vision and a civic spirit.
- **Process.** A process should be developed which will allow communities to measure the benefits of implementation of the guidelines and standards. The guidelines and standards should be periodically reviewed, embellished, and amended to respond to changing conditions and community needs and preferences.

Photographs

IMPLEMENTING POLICIES

5-1 NEIGHBORHOOD AND RESIDENTIAL DEVELOPMENT

Neighborhood Centers

5-1-I-1 In order to ensure the viability of the neighborhood commercial centers and provide intensification of existing commercial sites, maintain an adequate supply of available Community Commercial and Neighborhood Center land in the city.

The General Plan buildout quantifies the need for future commercial land and land designated for commercial development.

5-1-I-2 Do not permit supermarkets to locate outside of neighborhood centers or within one mile of an existing supermarket.

5-1-I-3 Ensure that for the neighborhood centers the City Code:

- Provides maximum store-size limitations,
- Includes minimum parking requirements that are lower than for Community Commercial districts,
- Does not permit auto-oriented or drive-through establishments, and
- Limits the maximum amount of nonresidential development in any one neighborhood Center to 100,000 square feet of building area. Nonresidential does not include Public/Institutional uses.

5-1-I-4 Locations for infill neighborhood centers will be finalized through community area plans. Development of the centers shall be in accordance with the zoning ordinance and design guidelines created for the centers and/or the existing Architectural Review Ordinance, Streetscape and Urban Design Guidelines. Maximum store size and parking requirements and the appropriate mix of commercial uses are established by land use regulations in City Code.

5-1-I-5 Permit stores smaller than 1,000 square feet in Medium and High Density Residential areas subject to location criteria in the City Code, attainment of development standards, and neighborhood review.

5-1-I-6 Ensure that development standards for commercial districts in the Zoning Ordinance include build-to lines or maximum setback requirements.

5-1-I-7 Ensure that the Zoning Ordinance provides minimum and maximum densities consistent with the General Plan's Land Use Classifications.

In order to promote compact development and ensure the availability of adequate sites in transit-accessible corridors for high-density housing and development of the proposed neighborhood centers, sites designated for Medium or High Density Residential uses should have intended use indicated.

5-1-I-8 Develop an incentives package to encourage the land banking necessary to provide neighborhood centers. Incentives could include phasing development in response to population growth and property tax abatement during the period of time that the land remains undeveloped.

5-1-I-9 Permit a 4,000 square-foot minimum lot area for small-lot, single-family development in appropriate neighborhoods, either as-of-right in the residential areas or in a separate zoning district and classification.

Many existing lots in historic neighborhoods such as Don Gaspar and West San Francisco are much smaller.

5-1-I-10 Permit no more than a 10,000 square-foot maximum lot area for single-family development in appropriate neighborhoods for new growth areas, with an appropriate open space requirement.

5-1-I-11 Provide development standards that permit the compound form of development in all Low and Medium Density Residential districts, subject to density range stipulations.

5-1-I-12 Permit zero-lot line attached or detached single-family dwellings on sites designated for medium or higher densities in the General Plan.

5-1-I-13 Ensure that development standards in the City Code do not result in disincentives for more frequent local streets.

Minimum lot-size standards in the Zoning Ordinance should be attainable in residential projects that provide through streets every 400 to 500 feet.

5-1-I-14 Do not permit any residential development with six or more units to be gated.

All subdivision development must be oriented to the community, not away from it. In order to maintain a community feeling and spirit, gated enclaves should not be permitted. Work with existing residential subdivisions to remove existing gates.

5-1-I-15 Provide adequate sites for residential arts and crafts for artist live-work places.

5-1-I-16 Neighborhood centers shall reflect the needs of the surrounding neighborhoods.

5-1-I-17 At the earliest possible opportunity and throughout the process, neighborhoods surrounding any proposed neighborhood center shall be included in the planning process for that center.

5-2 DOWNTOWN AND COMMERCIAL DEVELOPMENT

Downtown

6-2-I-1 Prepare a comprehensive plan for downtown to evaluate existing conditions and policies. The plan should, at a minimum, include:

- Existing and proposed land uses, convention center, government, parking and circulation and pedestrian and transit amenities;
- Proposals for revisions to the Zoning Ordinance to provide incentives for residential and mixed-use infill, including affordable housing, and local-serving businesses; and
- Proposals for design guidelines and possible revision to the Business Capitol District boundary to stabilize adjoining residential neighborhoods.

5-2-I-2 Develop centralized parking facilities as a mixed-use "Public Marketplace," comparable in height to the adjacent buildings, providing parking, community-oriented retail stores, and small office space.

See also policies in Section 10.2 Economic Development.

5-2-I-3 As part of development standards in the City Code, ensure that heights lend themselves to a scale consistent with and provide opportunities for additional office space and residential development.

The Zoning Ordinance could place limitations on the size of individual office spaces without limiting the overall amount of office development in order to provide space for small businesses.

5-2-I-4 Provide incentives, such as a density bonus or fee in lieu of, or create parking assessment districts for parking developments where all parking is structured or below grade.

5-2-I-5 Permit residential uses on second and upper floors for all Downtown development and neighborhood centers.

5-2-I-6 Provide incentives for residential development in Downtown and surrounding areas, such as density/intensity bonuses and parking exemptions.

5-2-I-7 Ensure that in all new development, including parking structures on municipal property, and spaces fronting streets, is occupied by active uses, such as retail.

Thus, new, single-use parking structures will not be permitted in the Downtown.

5-2-I-8 Use the City Code to restrict tourist-related retail to within a few blocks of the Plaza to prevent further spread into residential areas.

5-2-I-9 In consultation with the Downtown business community, consider formation of a parking assessment district, with shared parking burden and availability.

The sharing of parking by different uses will, for example, free up office parking for evening and weekend shoppers.

5-2-I-10 Identify selected locations in the Downtown for zoning as community-oriented retail, distributed to provide reasonable access to residents and office workers.

This may provide protection for the few remaining community serving uses.

5-2-I-11 Consider formation of a program that will allow local-serving businesses, such as Woolworth's, to remain in the Downtown.

While the city cannot directly subsidize commercial operations, formation of a program that would allow local-serving retail businesses to pay prevailing rents would be a tremendous boon to such uses. This however may happen under a different type of government, such as Home Rule.

5-2-I-12 Amend the City Code to conform to General Plan policies and standards and reduce off-street parking requirements for residential uses.

5-2-I-13 Consider providing free shuttle services in the Downtown area that also link to peripheral parking locations.

The City of Seattle has such as program, funded by Downtown businesses. This program can be funded with in lieu of contributions to a Downtown parking assessment district.

5-2-I-14 Work with the state to intensify use of state-owned sites in the Downtown that are underutilized.

Cerrillos Road, Airport Road, and St. Michael's Drive

5-2-I-15 Adopt a Cerrillos Road, Airport Road, and St. Michael's Drive Redevelopment Area as identified on the Future Land Use (Figure 3-2).

5-2-I-16 Prepare a comprehensive plan for the area that addresses issues related to:

- Streetscape, including street trees, lighting, sidewalk, and other improvements;
- Transit, including provision of fixed-guideway transit or transit lanes and transit stops and shelters;
- Mixed and other uses, and development standards for incorporation in the General Plan and the City Code; and
- Financing plan, which identifies sources of revenue, including those that would result from tax-increment financing; and
- Encourage a comprehensive plan that models a Spanish colonial boulevard for the Cerrillos Road, Airport Road, and St. Michael's Drive Redevelopment Area.

5-2-I-17 Place the Cerrillos Road, Airport Road, and St. Michael's Drive Redevelopment Area in an interim study zoning district.

5-2-I-18 Use tax-increment financing to undertake improvements to benefit the area and increase property values.

The increase in property values would allow for recouping investment made in public improvements.

5-2-I-19 Promote Cerrillos, Airport and St. Michael's roads as corridors with identity, sense of place, and pedestrian orientation.

5-2-I-20 Amend the sign regulations to limit design, color, and size.

5-3 OFFICE AND INDUSTRIAL DEVELOPMENT

Office

5-3-I-1 Establish use regulations, development standards, and minimum performance requirements for office development and research and development facilities in the Zoning Ordinance consistent with the General Plan, and amend the Zoning Map to be consistent with Future Land Use (Figure 3-2).

5-3-I-2 Prohibit office as a primary use in Community Commercial or Neighborhood Center Core.

5-3-I-3 Allow supporting retail and business services where the designation on Future Land Use (Figure 3-2) is Office.

5-3-I-4 Permit small medical offices in all Office and Neighborhood Center designated areas.

Industrial Development

5-3-I-5 Establish use regulations, development standards, and minimum performance requirements for industrial development in the Zoning Ordinance, consistent with this document, and amend the Zoning Map to be consistent with Future Land Use (Figure 3-2) for all uses.

5-3-I-6 Adopt setback, landscaping, and screening requirements for industrial development to protect adjacent nonindustrial uses, and require a minimum physical separation and adequate buffering between manufacturing and warehousing, and residential neighborhoods and commercial and recreation areas.